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Sonoma County Sheriff's Department  
and  
District Attorney's Office  
Domestic Violence Policy Committee

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Final Report

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November 19, 1996

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AND  
DISTRICT ATTORNEY'S OFFICE  
DOMESTIC VIOLENCE POLICY COMMITTEE

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SONOMA COUNTY SHERIFF'S DEPARTMENT  
AND  
DISTRICT ATTORNEY'S OFFICE  
DOMESTIC VIOLENCE POLICY COMMITTEE

FINAL REPORT

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DOMESTIC VIOLENCE POLICY COMMITTEE

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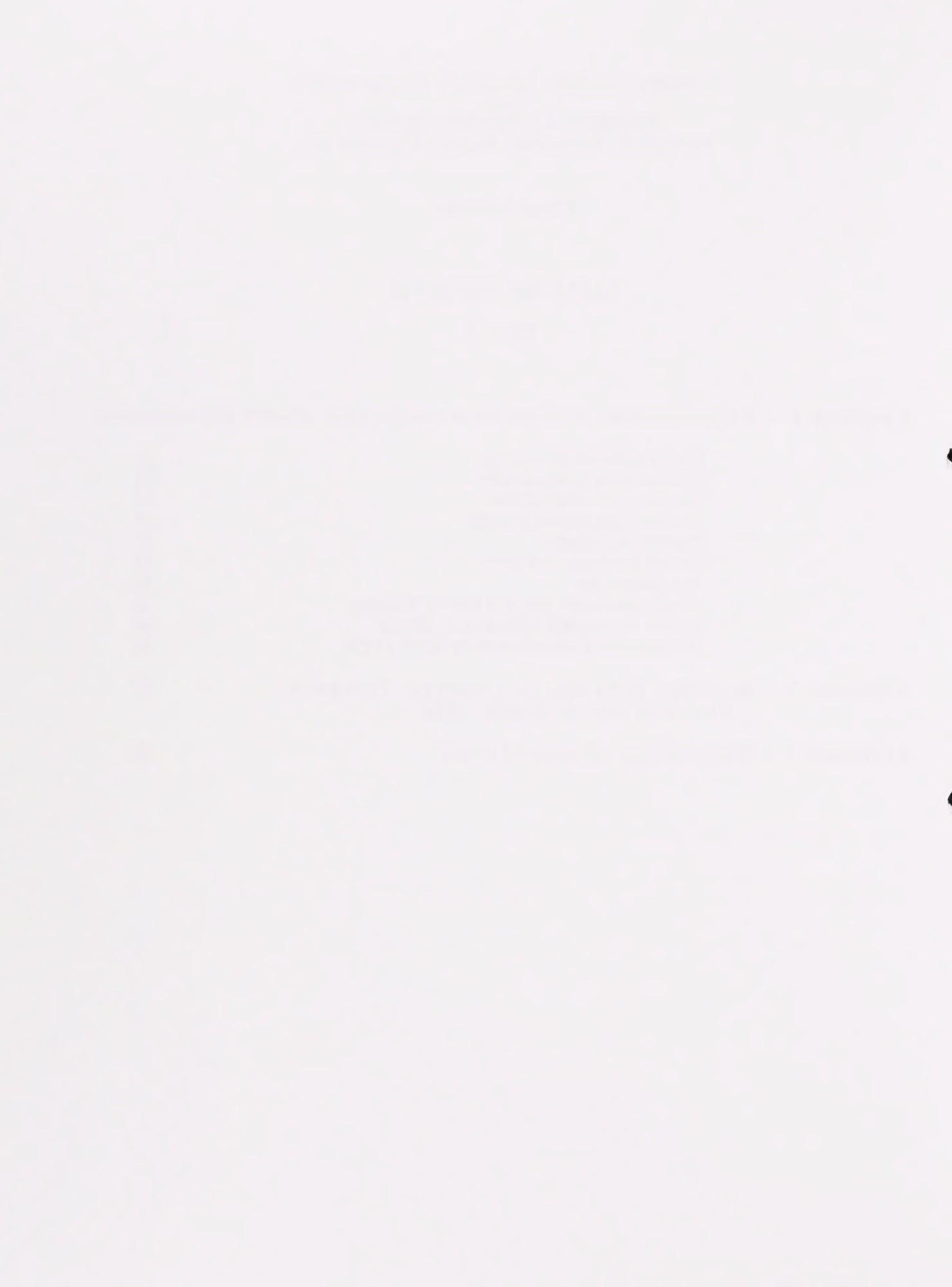
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## Background

The Domestic Violence Policy Committee was appointed by Sonoma County Sheriff Mark Ihde and District Attorney J. Michael Mullins in July 1996 in response to concerns surrounding the murder of Maria Teresa Macias by her husband, Avelino Macias, on April 15, 1996, on a Sonoma street. In addition to shooting and killing his wife, Mr. Macias severely injured Sara Hernandez, Mrs. Macias' mother, prior to taking his own life. Public criticism of the handling of the case by law enforcement and prosecutorial staff and a preliminary investigation by the Sheriff's Department raised substantial questions about broad-ranging systemic deficiencies that may have contributed to an *institutional* failure to properly identify the lethality of this case.

The committee, with a membership representing a variety of backgrounds and experiences, began meeting in mid-July to formulate a workplan and to review information regarding the Macias case and other information concerning the overall domestic violence intervention and criminal justice system in Sonoma County. The following objectives were formulated to guide the committee's work.

## Committee Objectives

- Complete a comprehensive review of the law enforcement and prosecution domestic violence response of the Sonoma County criminal justice system.
- Examine the underlying attitudes and beliefs that may hinder law enforcement intervention and prosecution of domestic violence in Sonoma County.
- Develop recommendations to the Sheriff and District Attorney for improving the domestic violence response of the Sonoma County criminal justice system.

## Preamble

During the several months of meetings, presentations and readings of documents, and the committee review of the September 1996, Attorney General's Report and the 1994 Domestic Violence Community Task Force Report on Violence Against Women, leading to the writing of this final report, the committee has consistently returned to a central concern: the core values, attitudes and belief systems of the people who are entrusted to keep the peace. These individuals include not only



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sworn and non-sworn staff of the various law enforcement agencies and the District Attorney staff, but also professional, para-professional and administrative staff of government and community based agencies, local government leadership, school personnel, and the courts.

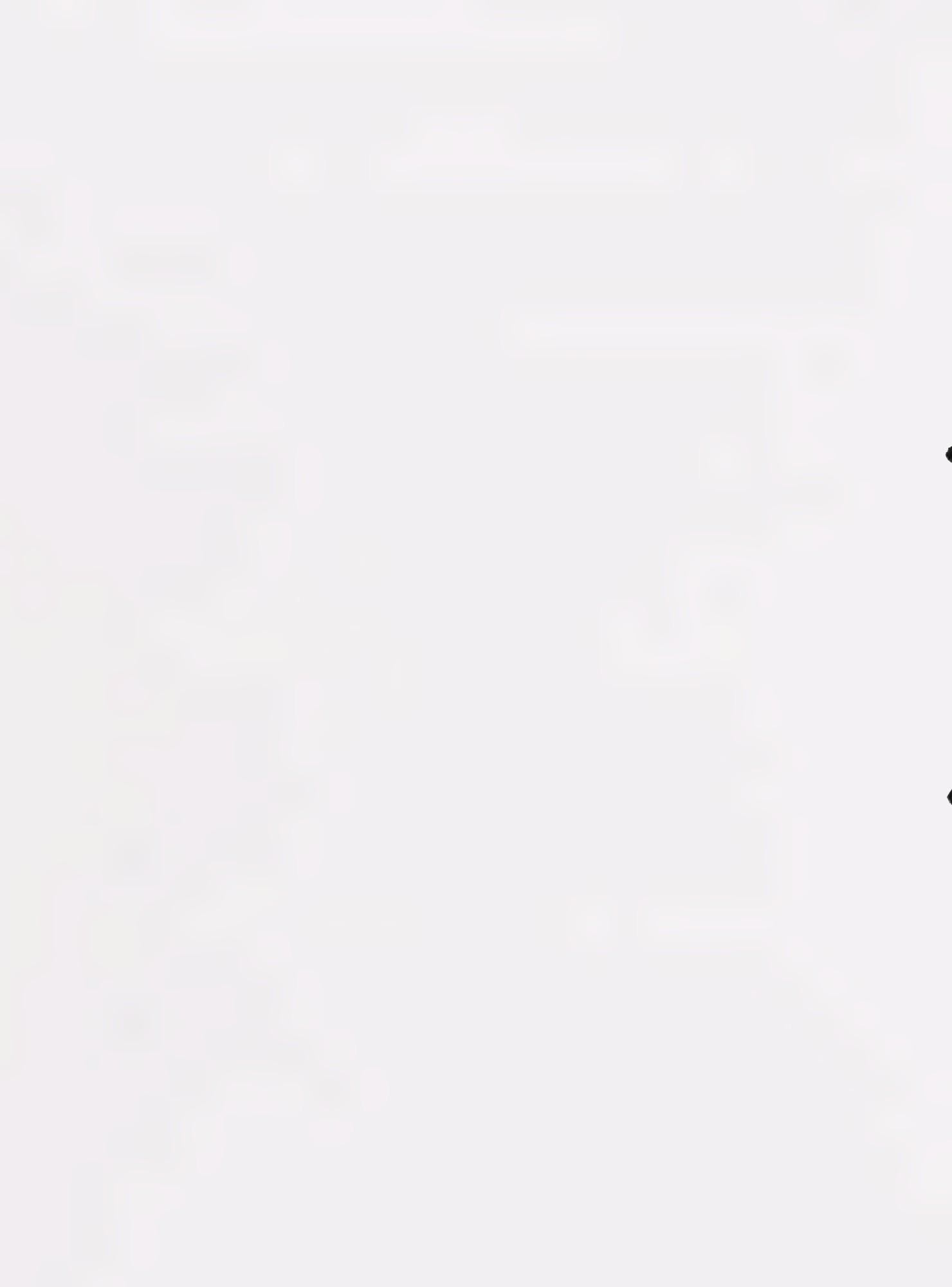
Although there has been some improvement, it is distressing that many of the recommendations put forward in the 1994 Report by the Community Task Force on Violence Against Women (and repeated again in the Attorney General's Report) have still not been fully implemented at this writing.

Often in our investigation we encountered personal philosophies that adversely impact the systems and the individuals who rely on them for support. This was not only true of public interaction, but also inter-agency interaction as well.

"Institutionalized" individual complacency, apathy or lethargy were observed as being deeply ingrained in the system and highly detrimental to the best interests of individuals and the general public. The resulting attitudes, e.g., *domestic violence is a personal matter; it's those people again; it's not our job to address that part of the problem; it's so complex; she insists on staying with men who abuse her,* become an obstacle to a sense of personal accountability

Thus, in order for the systems to improve, individuals implementing the systems at all levels (front desk/telephone receptionists, department heads, private citizens) must be open to examining the *quality* of what they contribute to the system on a daily basis. Individuals must become personal stake holders by seeing themselves as *individual service centers* who value their own roles in routinely producing successful outcomes for people who use the system. They must fully consider the consequences of acting or failing to act, and, therefore, assert individual leadership though they may not be in supervisory positions.

In addition, the system will be well served by individuals who, on their own initiative, continually seek improvement in their own work and the systems in which they work. Individuals must become solution thinking and change making agents, rather than finger pointing, shoulder shrugging naysayers who consciously or unconsciously fail to see opportunities for creating success.



These changes on an individual level must precede any real systemic change that can be hoped or planned for as a result of this Committee's work. Individual resistance to change or reluctance to examine personal responsibility impedes the achievement of the a long-range goal of eliminating violence in our community, particularly violence in families.

Therefore, among all of the recommended actions we present, we feel most strongly about those that establish:

- training and education in domestic violence that goes beyond policy and procedure for all law enforcement, District Attorney, Court and other agency staff and focuses especially on fundamental attitudes and beliefs about domestic violence
- a real accountability for improving our community's response to domestic violence, i.e., a reliable means to critically evaluate and improve performance
- community education and prevention activities.

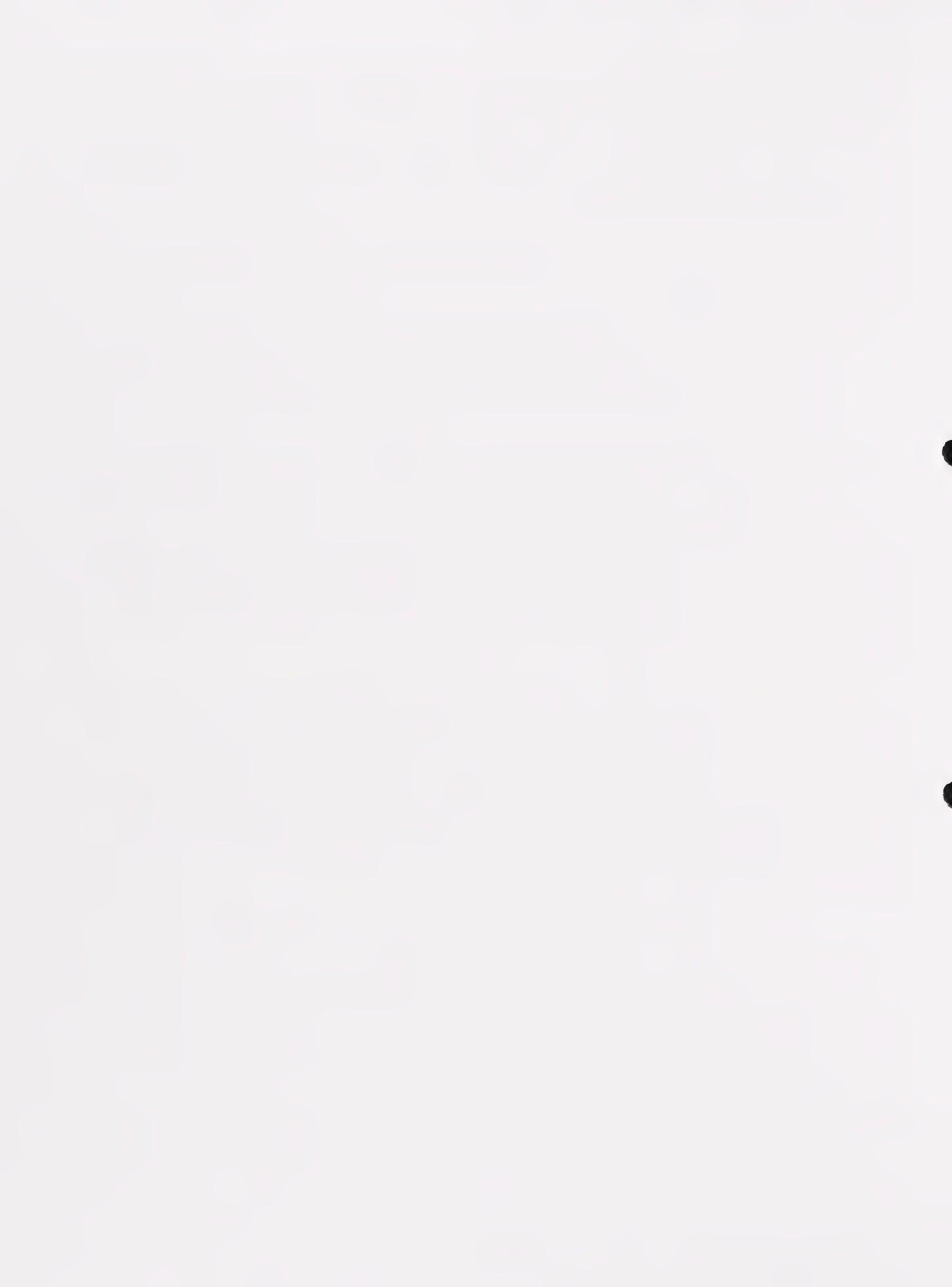
We believe that all of the policy and procedural recommendations in the world will be of little use if there is not an accompanying rethinking of fundamental attitudes and beliefs about domestic violence and the priority we, as a community, assign to eliminating domestic violence.

In putting together this report the Committee struggled with the dilemma of how to provide objective analysis and constructive recommendations in the face of a situation that evokes extreme sorrow and anger. This is not about blame or finger pointing at any one individual or agency. Rather, it is all of us, those involved in the "system" and the public at large who must decide whether we truly care about creating a community that is free from violence.

*If I die, I don't want other women to suffer what I am suffering.*

*I want them to be listened to.*

--Maria Teresa Macias (quote from her diary)



## Findings, Comments, Recommended Actions

The next section of the report is organized according to twelve major issues:

1. Attitudes and Values Conflicts
2. Community Involvement and Advocacy
3. Training
4. Accountability
5. Contact with Law Enforcement
6. Law Enforcement Personnel and Their Families
7. Protection of Children
8. Restraining Orders
9. Investigation, Prosecution, and Inter-Agency Communication
10. Processing of Court Cases, Disposition and Follow-up
11. Prevention and Treatment
12. Language Translation

For each issue, we discuss our major Findings, our Comments on the Attorney General's Report and Community Task Force Report, and Recommended Actions. For each Recommended Action we have identified the Accountable Party(s) whom we believe has the primary responsibility for taking action.

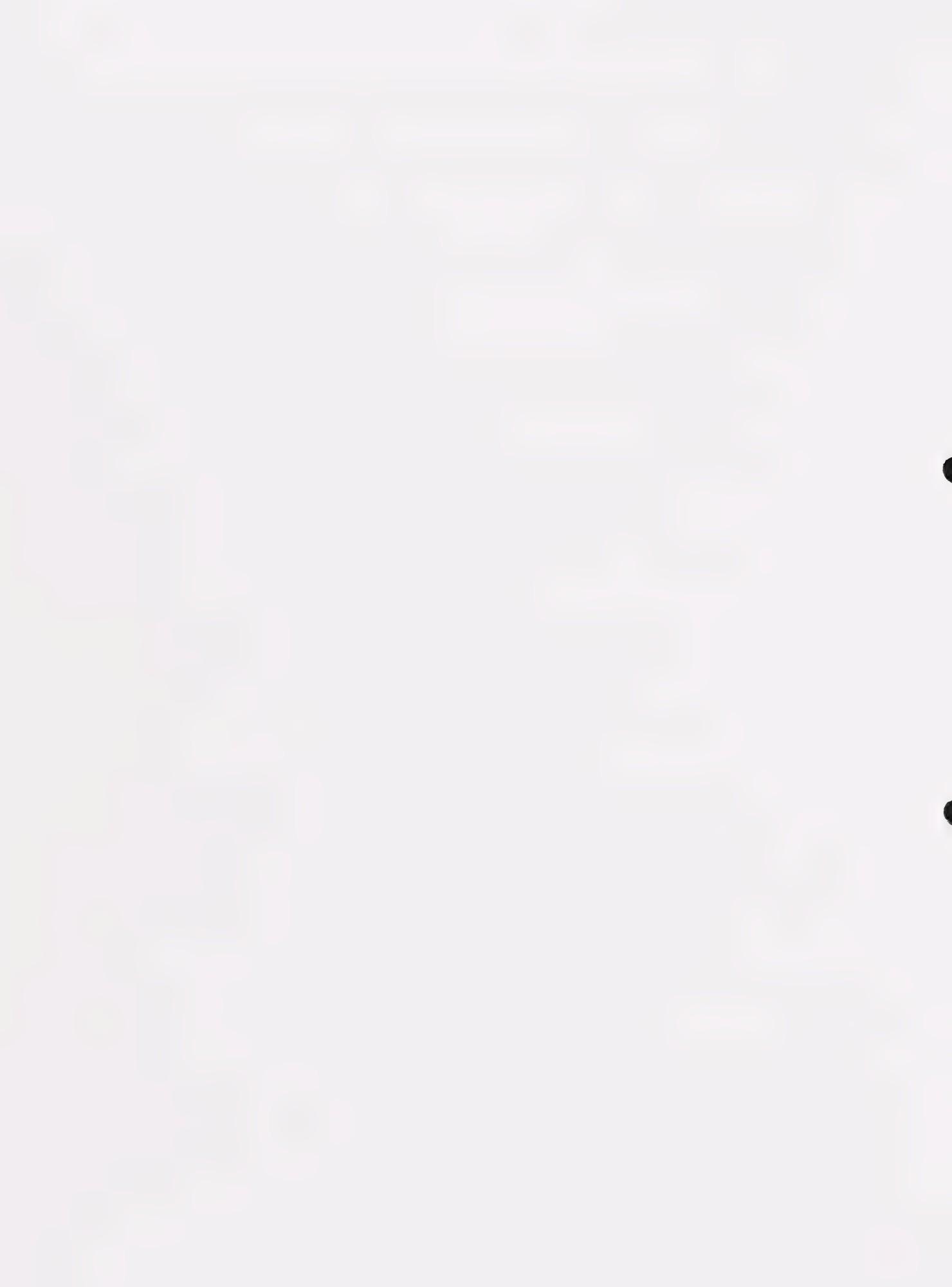
While we have tried to be comprehensive in our review, there are many areas to which we have given insufficient attention. We encourage an active response to this report. We consider it a living document that can and should be critiqued, modified, and most importantly, acted upon. To facilitate this action orientation, we have also listed our Recommended Actions by Accountable Party in Appendix 1.

### 1. Attitudes and Values Conflicts

#### Findings

##### A. Attitudes

Individuals' beliefs, values and opinions underlie and direct the systems' views and outcomes. Few people will argue that family violence is acceptable. As the slogan says: 'there's no excuse for domestic violence.' While a majority agree with this position, it is in the individual's application, interpretation and adjudication where divergence from this position can occur and excuses are made:



"He's just trying to keep his family together" (As an excuse for overlooking TRO violations.)

"She deserved it."

"It's biological, men are just going to blow up from time to time...98% of the time he's a great guy."

"That happened a long time ago...he won't do it again."

Family violence, child abuse, incest, dating violence, spousal abuse and elder abuse combined represent a large proportion of local government services and expenditures. When individual patrol officers, deputy district attorneys and judges begin to make exceptions to "there's no excuse for domestic violence," variations in acceptable outcomes and personal discretion intercede to diminish the "no excuse for abuse" philosophy. Thus, the man with a gun holding his family hostage is later adjudicated with a minor sanction - community service, counseling, probation. Neighbors, witnesses, and victims, lose confidence in the system, and calling the police or using the criminal justice system to protect themselves from a violent loved one is viewed as futile. Nobody is in favor of domestic violence, but the violent end result is often the outcome of all the excuses.

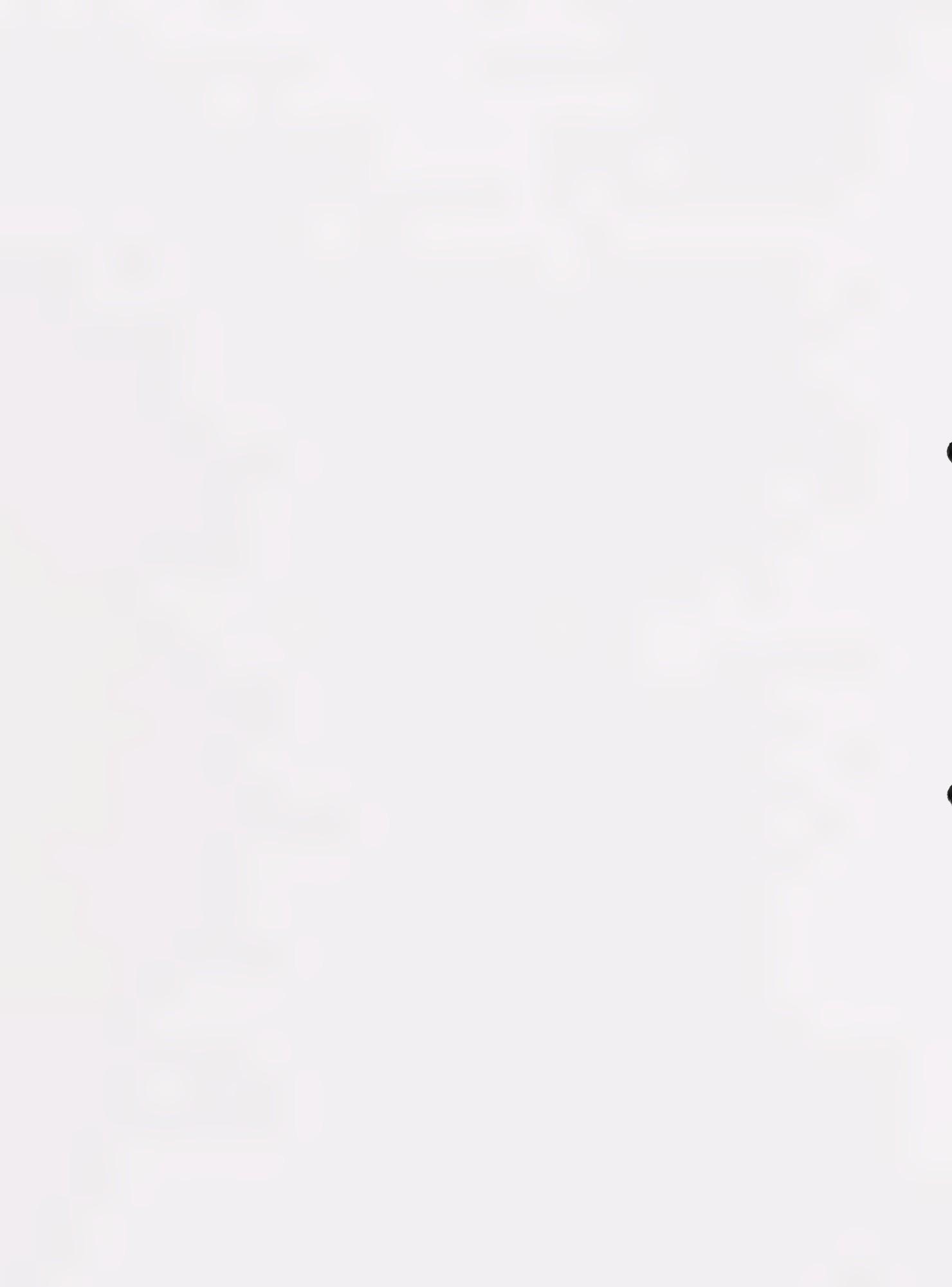
#### B. Values Conflicts

Some of the difficulties in the systems' responses are caused by a clash of values over the right balance of punishment, family preservation, and issues of civil liberties, both victim's rights and constitutional due process for the perpetrator. In our legal system, the accused has a constitutional right to be considered innocent until proven guilty. In domestic violence cases in particular, this standard poses a much higher potential for harm than in other criminal situations. This is because:

*"If we wait until after a trial to conclude that the abuser is not acting in good faith, we have waited too long. The victim may be dead. If a cop is to intervene effectively in these cases, he cannot use the existing dignity theory. His behavior will have the unintended side effect of encouraging the abuser to go on with his abuse."*

--Nancy Rourke, Center for Legal Reason

We do not advocate dispensing with this constitutional provision. Rather, we aim to point out that the practice on the part of the criminal justice system to automatically focus on the rights of the accused perpetrator may have higher personal and societal costs than in other crimes.



Comments

The AG's report points out the differing perspectives on the priority law enforcement and the District Attorney's office places on domestic violence (III.G) by various advocacy groups. The report rightly puts the emphasis on performance improvement versus blame: "When mistakes are made by anyone working in the system, it is the duty of others in the system to work with the entity that made the mistake to ensure that the mistake does not recur".

## Recommended

## Actions: Attitudes &amp; Values Conflicts

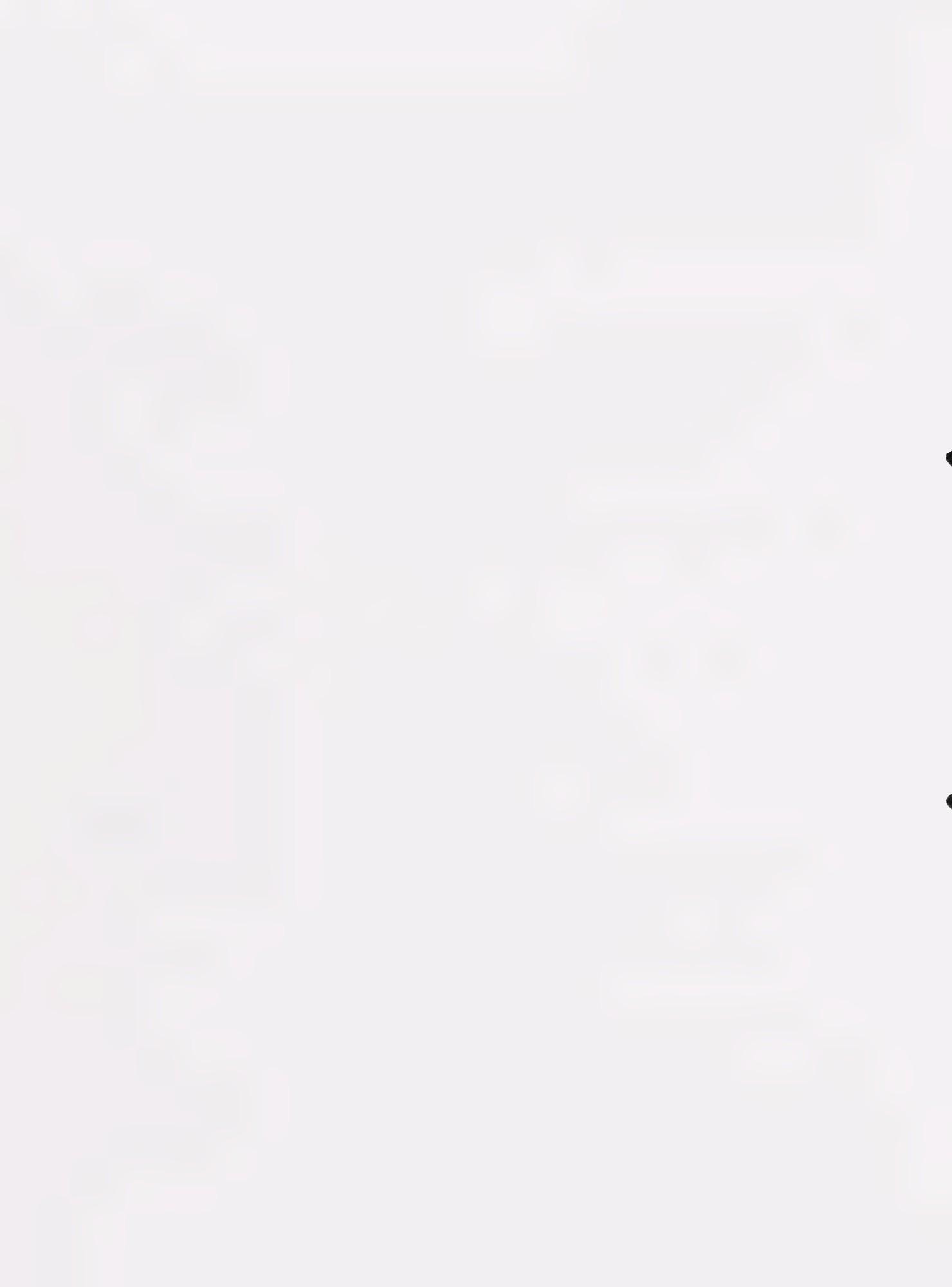
Accountable  
Parties

A. Community leaders will teach, advocate and preach that there is no excuse for family violence; violence in a relationship is a crime. Part of their leadership responsibility involves standing as an example, a role model for the community.	Community Leadership
B. Domestic violence will be a high priority, and this will be reflected in the allocation of community resources.	Board of Supervisors and Other Governing Bodies
C. Ongoing task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education, to insure that the system's responses to and practices regarding domestic violence are consistent with a value of zero tolerance for domestic violence.	Sheriff's Dept. and Other Law Enforcement, District Attorney, Courts and Other Service Providers
D. An ombudsmen position or committee, reporting to the Domestic Violence Coordinating Committee, will be established to assist victims in negotiating the system, particularly as problems arise.	Board of Supervisors

## 2. Community Involvement and Advocacy

Findings

The inherent complexity of domestic violence, as more than and different from other criminal investigation and prosecution issues, speaks to the need for the entire community to get involved and take personal and social responsibility and accountability for the problem. There is insufficient leadership being taken by



community leaders in educating their constituent groups and the larger community about domestic violence.

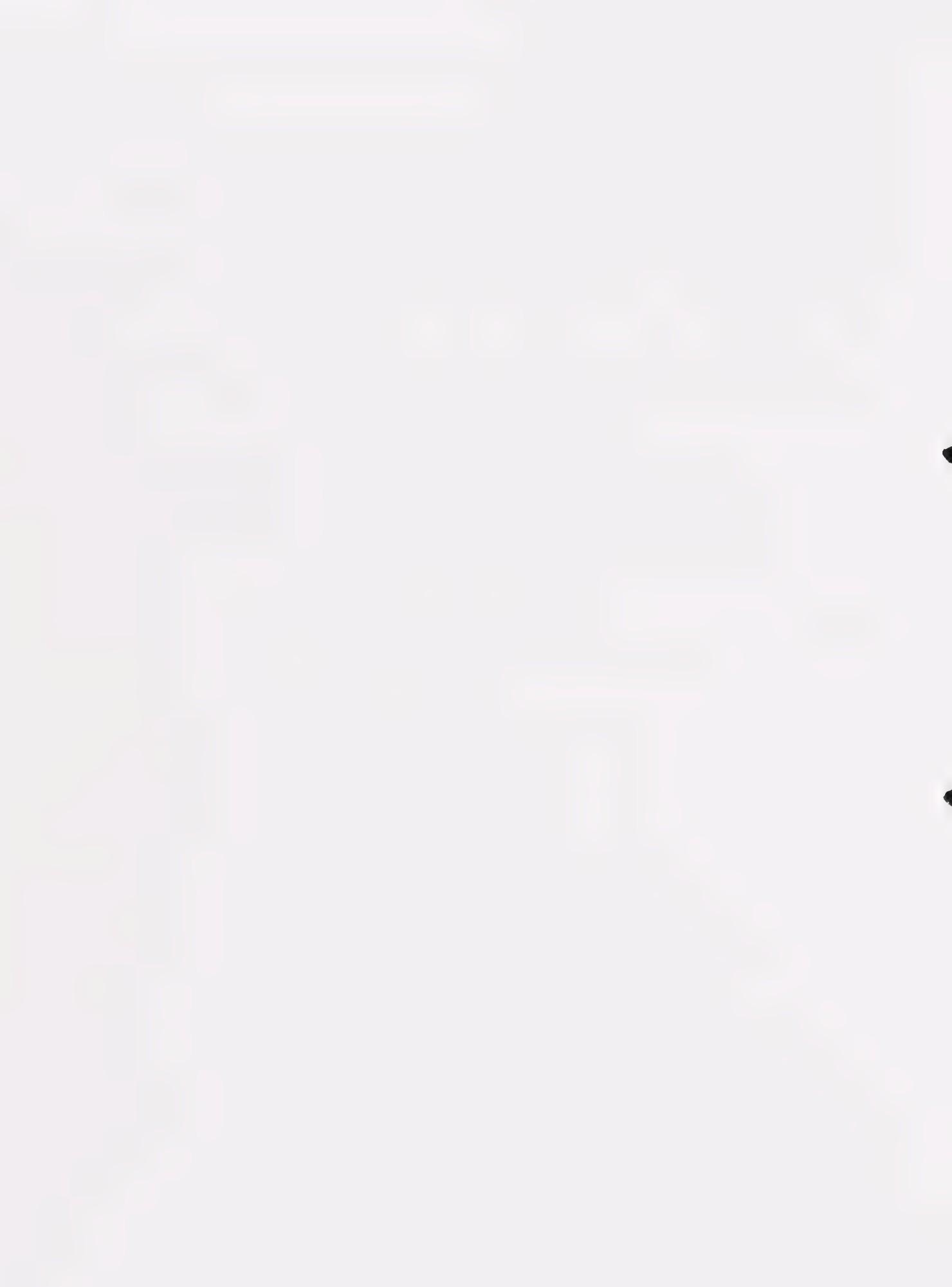
While there is a system of advocacy in place, i.e., organized and institutional support systems for victims of domestic violence, there is a need for much greater community volunteerism to support these advocacy efforts, in particular a need for multi-cultural advocacy services. Nonetheless, volunteers do not replace the inherent responsibility of our criminal justice system to protect and serve victims of domestic violence.

We are also concerned about reports that the victims' advocates of choice have been selectively excluded as they moved through the criminal justice system.

*"...Finally, we have to take personal and vocal responsibility for the welfare of each other, pressing for the truth, and staying involved with neighbors, friends and family so no one feels alone with the problem of domestic abuse..." --Quincy Report*

#### Comments

See Community Task Force recommendations B4 & 6.

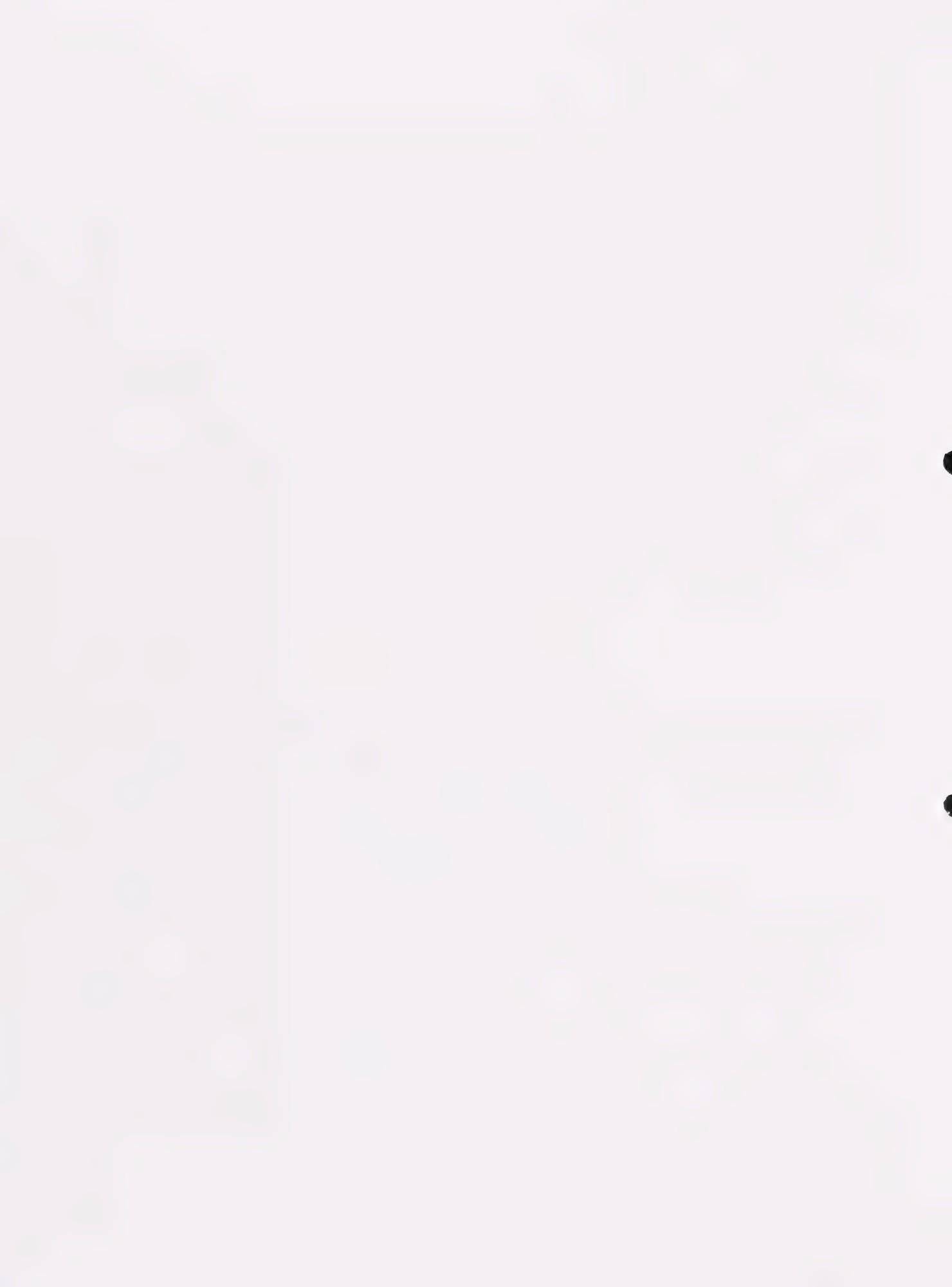


## Recommended

## Actions: Community Involvement and Advocacy

Accountable  
Parties

A. An ombudsmen position or committee, reporting to the Domestic Violence Coordinating Committee, will be established to assist victims in negotiating the system, particularly as problems arise.	Board of Supervisors
B. A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to eliminating all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education, assist with distributing anti-violence literature and participate in making a difference.	Domestic Violence Coordinating Council, County Board of Education, Human Services Coordinating Council, Child Care Providers, School Districts, SSU and PTAs, Service Organizations
C. Leadership in educational systems (pre-school through post secondary) will become involved in the Domestic Violence Coordinating Council.	Domestic Violence Coordinating Council and County Board of Education
D. Community oriented policing, neighborhood watch and gang task force programs will be expanded to ensure a focus on eliminating family violence.	Law Enforcement Chief's Association, Sheriff's Dept. and Other Law Enforcement Agencies



E. More advocacy services will be made available and the District Attorney and law enforcement agencies will insure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.	Board of Supervisors, Courts, District Attorney, Law Enforcement Agencies
F. Employers will adopt zero tolerance policies on workplace violence and accommodate workers who are dealing with domestic violence issues by providing release time for court appearances and preventing harassment at the workplace.	Employers
G. The courts will take the stance that domestic violence is a community issue. This is the State of California versus the abuser, not just a personal issue. All courts will reflect this position in how they operate.	Courts

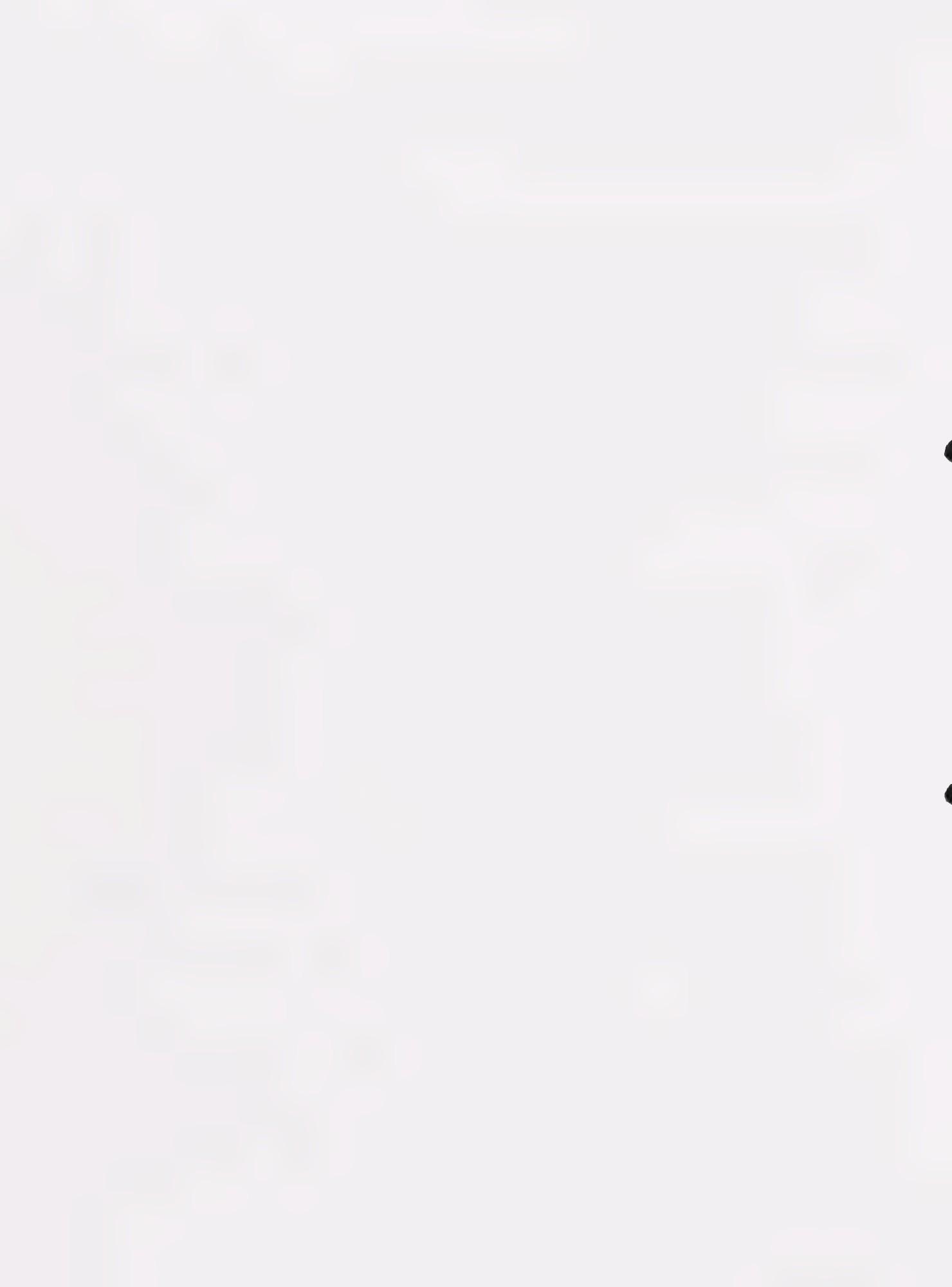
### 3. Training

#### Findings

Based on recent concerns about the response of the Sheriff's Department, District Attorney, courts, and others to domestic violence, there have been recent proposals to increase training for personnel. However, given the nature of the problem, the proposed increases in training are insufficient in the amount of time devoted to the training and in the lack of attention to the dynamics of violence, i.e., the cycle of violence and contrition, and its impact on people. The degree of discretion individual personnel must exercise demands:

- a much clearer delineation of policy and guidelines,
- an ongoing training process that supports personnel in developing their abilities to apply these policies in the field, and
- increasing their awareness of the importance of attending to the concerns and needs of the victim.

Lecture formats are not as helpful as experiential learning in achieving the heightened sensitivity and awareness that is needed. Training needs to address trauma, PTSD, disassociative and numbing phenomena, the ambivalence of victims and families, and attitudes and beliefs which can serve to excuse violence in families. These are complicated issues which require ongoing discussion and review.



Comments

The area of greatest attention in the AG's report is training and education (III). We concur with every issue identified in the report. However, only in the case of the courts does the AG's report note the lack of "sensitivity to the victim's situation"(III.A). As noted above, we believe that this is an area where all entities must put much greater emphasis in the training programs.

We agree with the AG's report that law enforcement's block training is inadequate (III.B). The Community Task Force Report recommends extensive cross-training, especially using victim advocates, for law enforcement (C7), probation (C8), and members of the judiciary (C9) and staff (C9a,c), and District Attorney's staff (C10b).

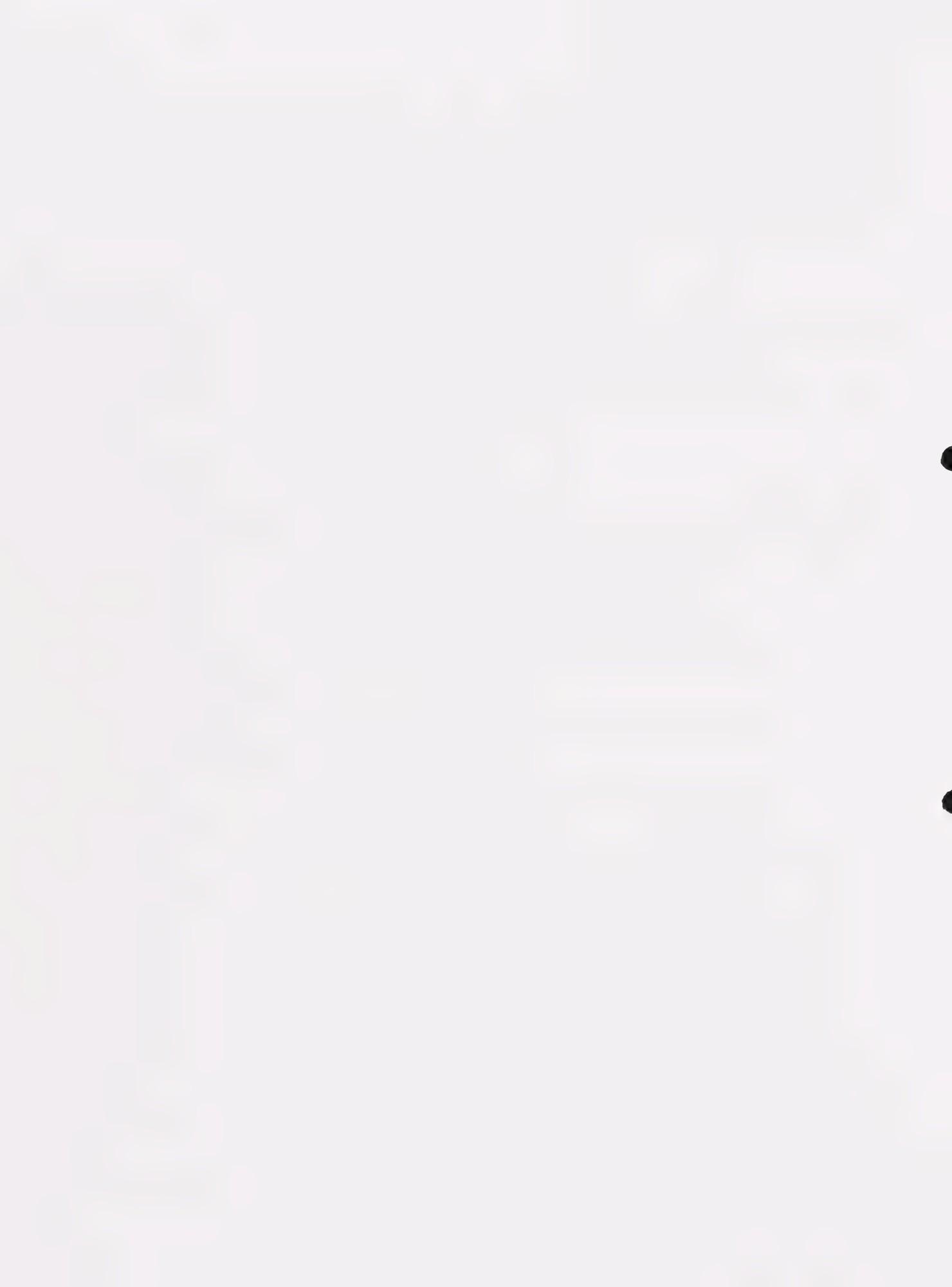
## Recommended

## Actions: Training

## Accountable

## Parties

A. Ongoing and mandatory multi-disciplinary training will be provided for all county and law enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as: <ul style="list-style-type: none"><li>• discretion/reasonable victim standard for enforcement of TROs,</li><li>• use of stay away orders, emergency protective orders and orders after hearing,</li><li>• assessment of and strategies for identifying and dealing with high-risk cases,</li><li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving to protect victims of domestic violence,</li><li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li><li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li></ul>	Sheriff's Dept. and Other Law Enforcement, District Attorney, Courts, CPS/HSD and Other Service Providers, State Representatives
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B. All agencies will convene and collaborate on inter-agency reviews of their effectiveness in addressing domestic violence in order to promote common understandings and problem-solving, particularly in high risk cases.	Sheriff's Dept. and Other Law Enforcement, District Attorney, Courts, CPS/HSD and Other Service Providers
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#### 4. Accountability

##### Findings

The phenomenon of diffused responsibility is central to our findings that there is no single point of accountability for:

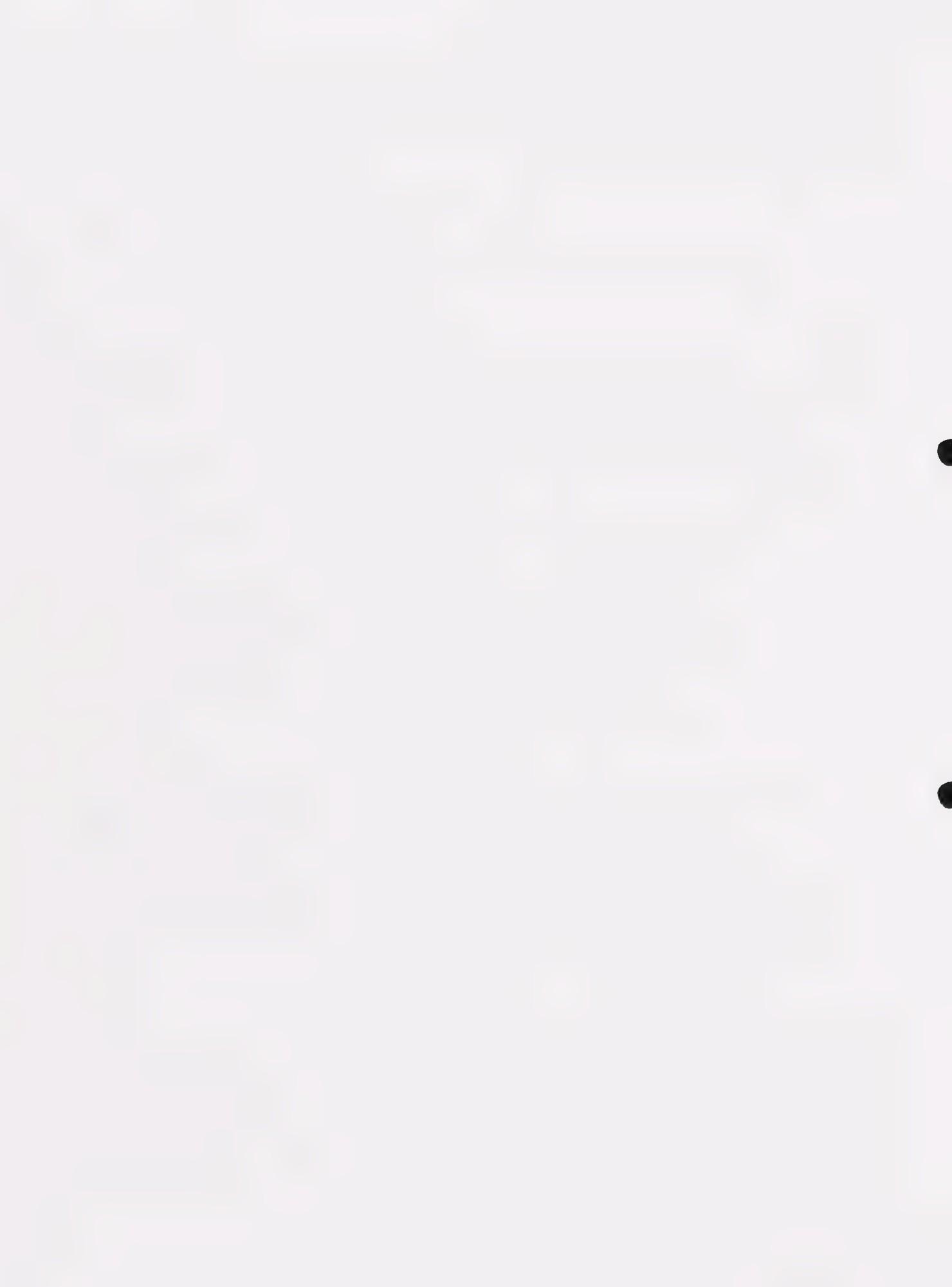
- coordinating a systemic response to domestic violence cases,
- establishing an overall management philosophy that is intolerant of domestic violence, or
- integrating this philosophy into a cohesive, comprehensive support system for victims of domestic violence.

Even basic information about domestic violence is not easily available. The often disastrous consequences of this systemic failure are far reaching. The negative consequences of performance failure are unacceptable on an individual case level, and far reaching on a community-wide level. The effects of domestic violence can be linked to almost every social problem facing our community.

For the individual working on the front-line, there is little or no degree of personal ownership for identifying and addressing domestic violence issues and for asserting leadership or discretionary authority. People are not being held sufficiently accountable for stepping forward and taking responsibility for the problems they see. There are little or no real consequences for prejudice or continuously executing poor judgment in relation to the handling of domestic violence cases.

##### Comments

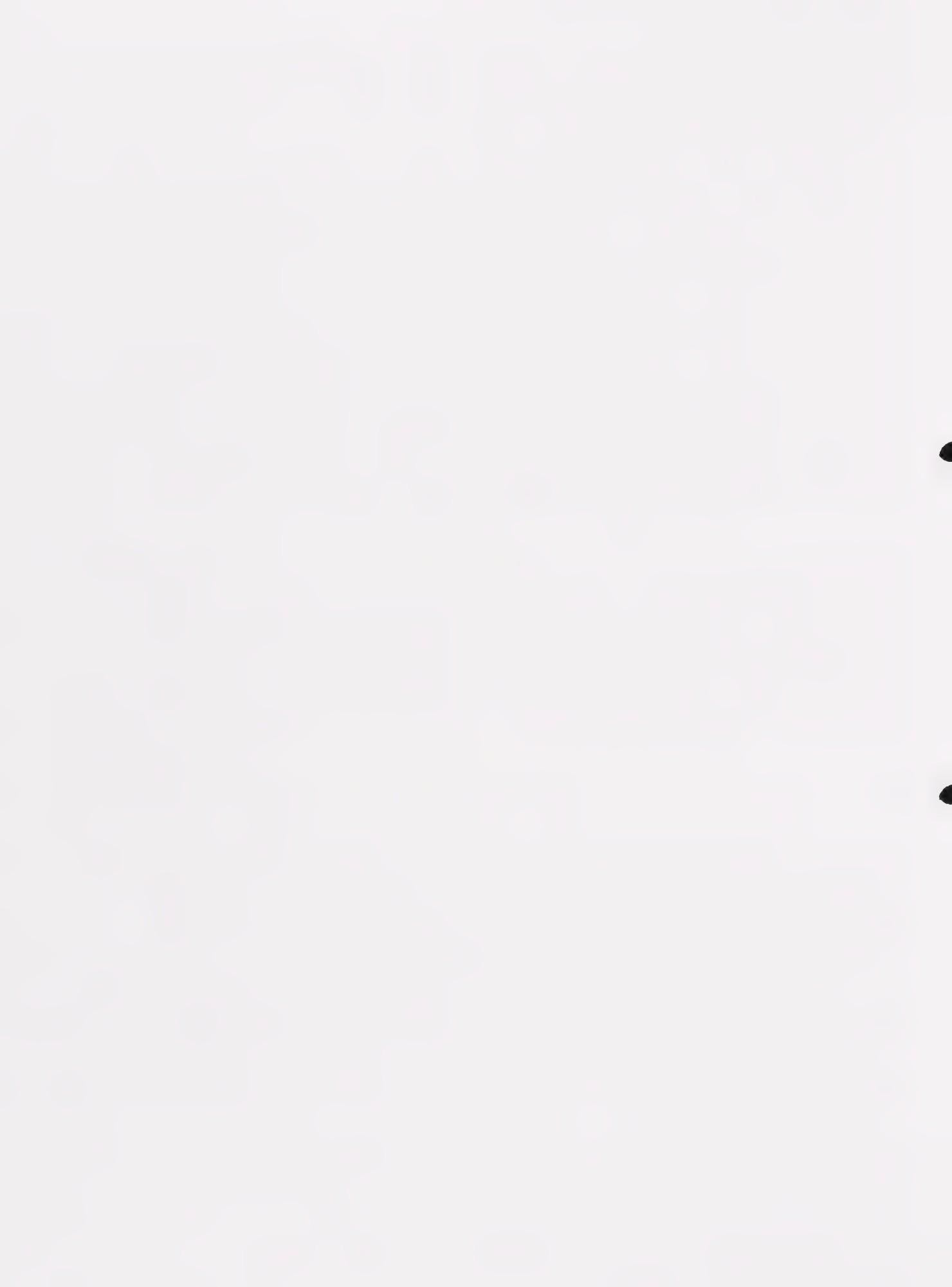
The AG's report (IA) comments on the lack of follow-through on the April, 1994 DV Task Force Report by the local courts. While it is our understanding that the courts have approved the establishment of a Coordinating Council, which we believe will contribute to increased communication at the policy level, even if all of the AG's recommendations regarding improved communication (I, B & C) are adopted (which we fully support), there is still the need for better documentation and



accountability for outcomes. The Community Task Force Report recommended development of protocols for all agencies working with domestic violence cases, where accountabilities can be assigned (A1).

One area of needed accountability identified by the AG's report involves a method for the victim to raise questions if she or he feels a case was improperly handled. (II.G). In another area (III.D), the AG's report states "bluntly...there has been too little exchange...about the perceived shortcomings on both sides of this issue"; i.e., coordination between the District Attorney's Office and law enforcement. This is one of many examples where opportunities for continuous performance improvement are not currently being fully utilized. The Community Task Force Report also dealt with these cases in the family law system (which is not addressed above), including consideration of domestic violence in custody orders (C9 d & e), more legal representation for victims in family law courts (C9f), and greater training for Alternative Dispute Resolution providers and mediators (C9g-i).

Recommended Actions: Accountability	Accountable Parties
A. Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals are not met.	Sheriff's Dept. and Other Law Enforcement, District Attorney, Courts, Probation, CPS/HSD and Other Service Providers
B. A data gathering and reporting system that fills the need for meaningful performance measurement will be implemented. Statistical reports documenting domestic violence case volume and outcomes (see prototype, Appendix 2: National Bulletin on Domestic Violence) will be reported monthly to the Domestic Violence Coordinating Council and made available to the public.	Sheriff's Dept., Other Law Enforcement Agencies, District Attorney, Courts, Probation



C. The Domestic Violence Coordinating Council (DVCC) will have appropriate staffing and authorization to oversee and review the system's performance. By February 1, 1997 the Sheriff's Dept., courts, District Attorney, other law enforcement agencies, probation, CPS/HSD and other service providers, as needed, will present to the DVCC plans for implementing the actions recommended in this report. By December 1, 1997, and at least annually thereafter, the DVCC will hold hearings and report on progress of such implementation.	Courts, Board of Supervisors and Other Governing Bodies (City Councils, etc.)
D. A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.	Sheriff's Dept. and Other Law Enforcement, District Attorney, Courts, Probation, CPS/HSD and Other Service Providers

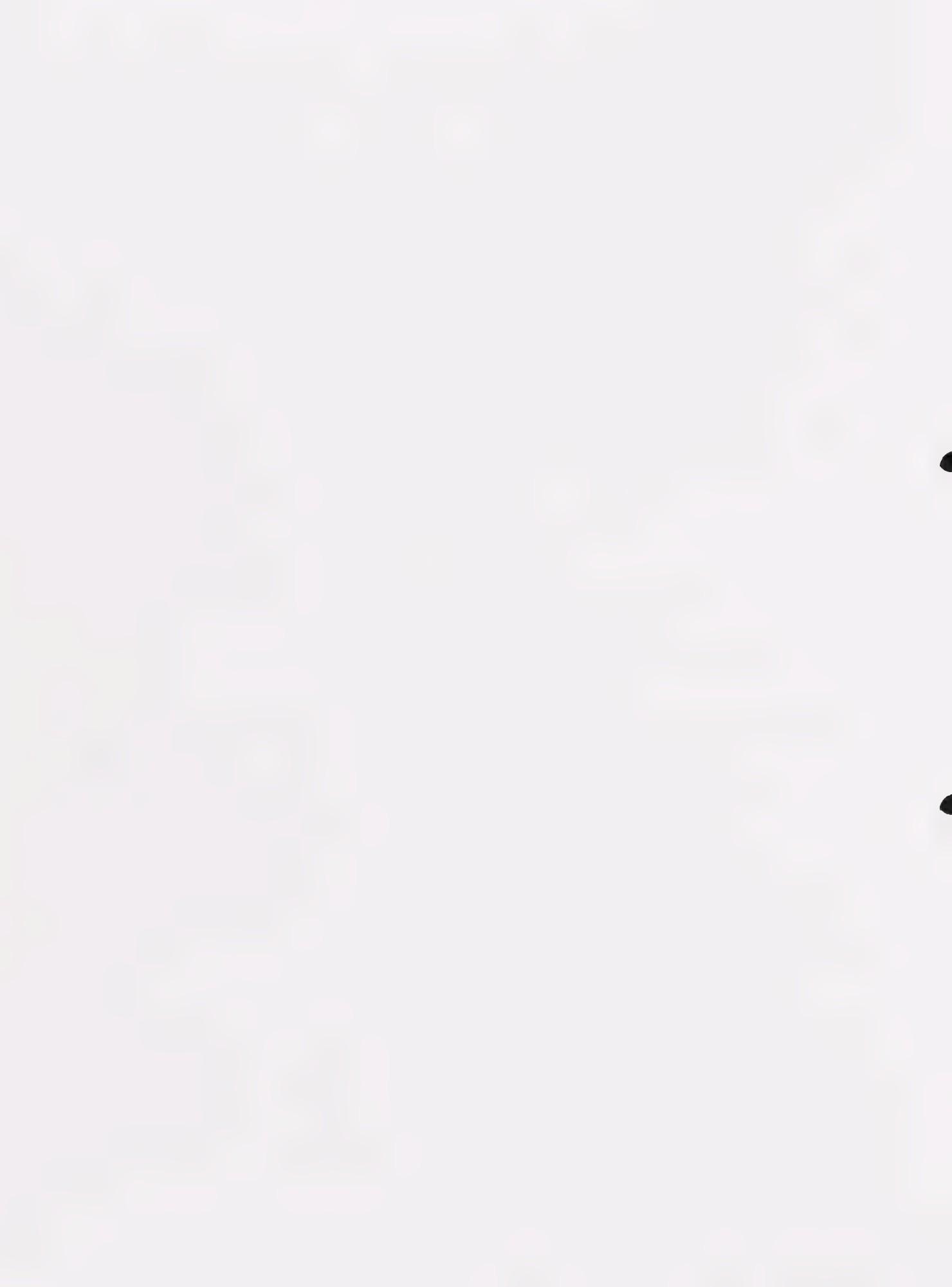
## 5. Contact with Law Enforcement

### Findings

#### A. Unique nature of the relationship between perpetrator and victim

The unique nature of crimes involving domestic violence is the fact of an ongoing personal relationship between the perpetrator and victim. They often live together, coparent children and the victim is frequently economically dependent on the perpetrator. In addition, both parties may have life-long histories of victimization and battering, having been victims of child abuse, neglect, and/or abandonment, as well as having witnessed family violence throughout their lives. Also, drug and/or alcohol abuse are significant factors exacerbating problems in already dysfunctional relationships.

Sheriff's Department, District Attorney, courts, probation and Child Protective Services personnel, including department leadership, administrative, sworn and non-sworn staff in all divisions of each agency, are insufficiently trained in the complexity of issues associated with domestic violence. Staff are also insufficiently trained on the nexus between domestic violence, child abuse and animal abuse.



In order for every justice system contact with perpetrators and victims of domestic violence to be an effective step toward intervening to break the cycle of violence, personnel must receive regular, ongoing and expert training on the dynamics of power and control and the cycle of family violence.

It must be stressed that training for law enforcement personnel alone is not sufficient for effectively intervening to break the cycle of violence because law enforcement assistance is usually sought after ongoing domestic violence has reached critical, life-threatening levels. However, law enforcement training is imperative in order for personnel to effectively intervene during those extreme and extremely dangerous emergency calls. Domestic violence calls or inquiries can never be answered as "routine" because of the multitude of complex factors discussed above. For this reason, victims need extra time with the patrol officer to give him or her an accurate picture of what's happening, what the options are, and how the situation might unfold.

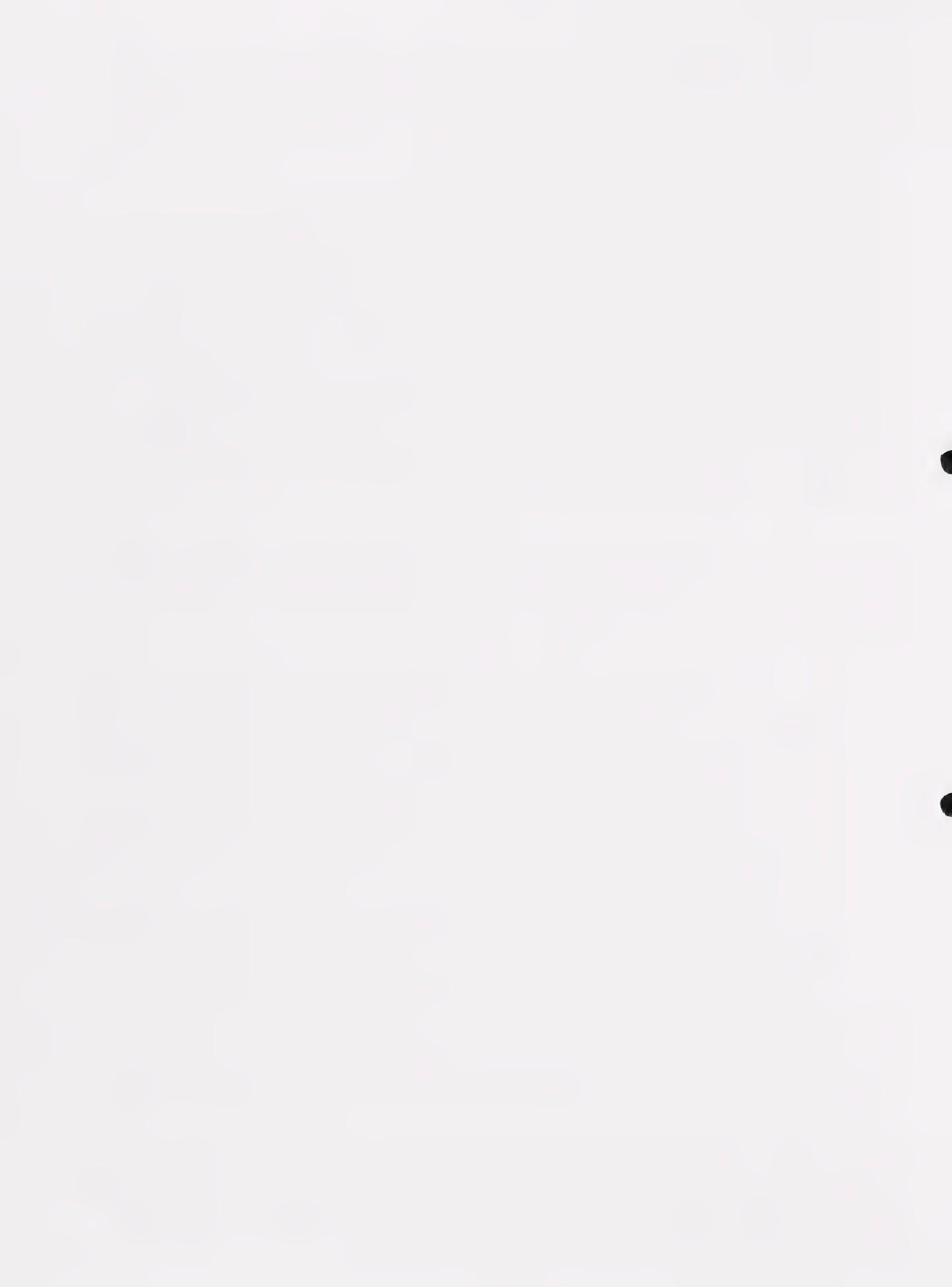
The Sheriff's Department protocols must take into account the unique nature and dynamics of domestic violence cases; changes in operational protocol must be implemented:

- a) the burden of identifying an escalating pattern of violent activity must be shifted away from the victim to the law enforcement professional. Under current practice, the burden is on the victim to show this escalating pattern of violent activity. This is an untenable situation for a victim of domestic violence who is unlikely to be familiar enough with the dynamics of power and control and the cycle of domestic violence to recognize the lethality of her or his situation.<sup>1</sup>
- b) properly identifying the relationship of perpetrator and victim, and the possibility of a pattern of escalating behavior which increases the threat to the victim. Criteria used by the Sheriff's Dept. in defining a "critical" versus "routine" domestic violence incident may be inadequate in assessing risk.

In both first and subsequent "routine" contacts there is insufficient emphasis and documented evidence on safety planning and education of the victim; i.e., crime

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<sup>1</sup> For example, in the Macias case, the trained law enforcement professional should have been able to piece together repeated, harassing phone calls, followed by a gift of flowers and a romantic card and then by contacting the victim at the grocery store as a pattern of escalating intimidation and stalking. The trained law enforcement and prosecutorial professional should have been able to communicate in a commonly understood language so that a stalking charge would have been filed, resulting in the arrest of the perpetrator.



prevention. In addition, law enforcement personnel may be insufficiently trained to provide such crime prevention, counseling and education services.

#### B. Threat to Children

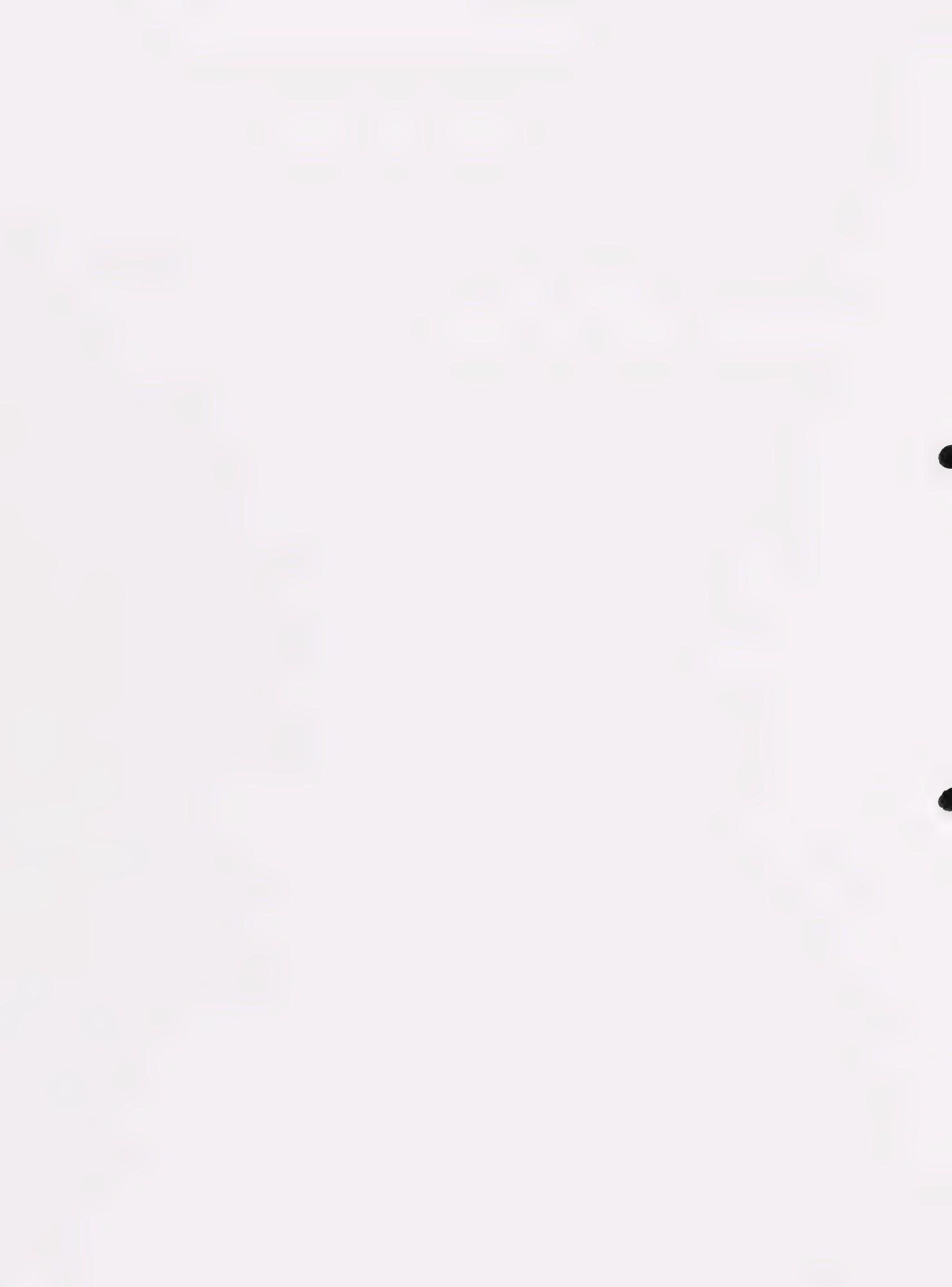
In domestic violence situations, the possibility of threat to children and the trauma of living in a violent environment mandates a need for much more intensive and proactive communication and coordination with other agencies; i.e., Child Protective Services (CPS/HSD), health care providers, schools and other child and family service providers.

#### C. Law Enforcement and District Attorney Discretion

Without extensive training in domestic violence and without personnel policies related to domestic violence within law enforcement and at the District Attorney's office, the subjective judgment involved in discretion cannot be reliably trusted. For example, we are concerned about the recent rise in "mutual arrests" by the Sheriff's Dept., to levels that are double the state average. On a call for domestic violence, both the perpetrator and victim are arrested assuming they are equally at fault. This effort at expediting arrest speaks to the need for much more intensive training and supervision on domestic violence cases. It also indicates the need to track statistics, such as number of arrests of women by law enforcement, versus number of filings by the District Attorney. As noted above, we are also concerned about reports that some victims of domestic violence are improperly denied their right to have an advocate, whether lawyer or citizen advocate, present at meetings with law enforcement, family mediation and the District Attorney.

#### Comment

The AG's report identifies the need for the Sonoma County law enforcement Chief's Association to reexamine its protocol for giving advice to victims (IV.A). The reference provided by the AG puts greater emphasis on safety planning. The Community Task Force Report stresses periodic training for law enforcement personnel (C7), greater use of Emergency Protective Orders (B5), and uniform procedures for giving information to victims (C10A).



## Recommended

## Actions: Contact With Law Enforcement

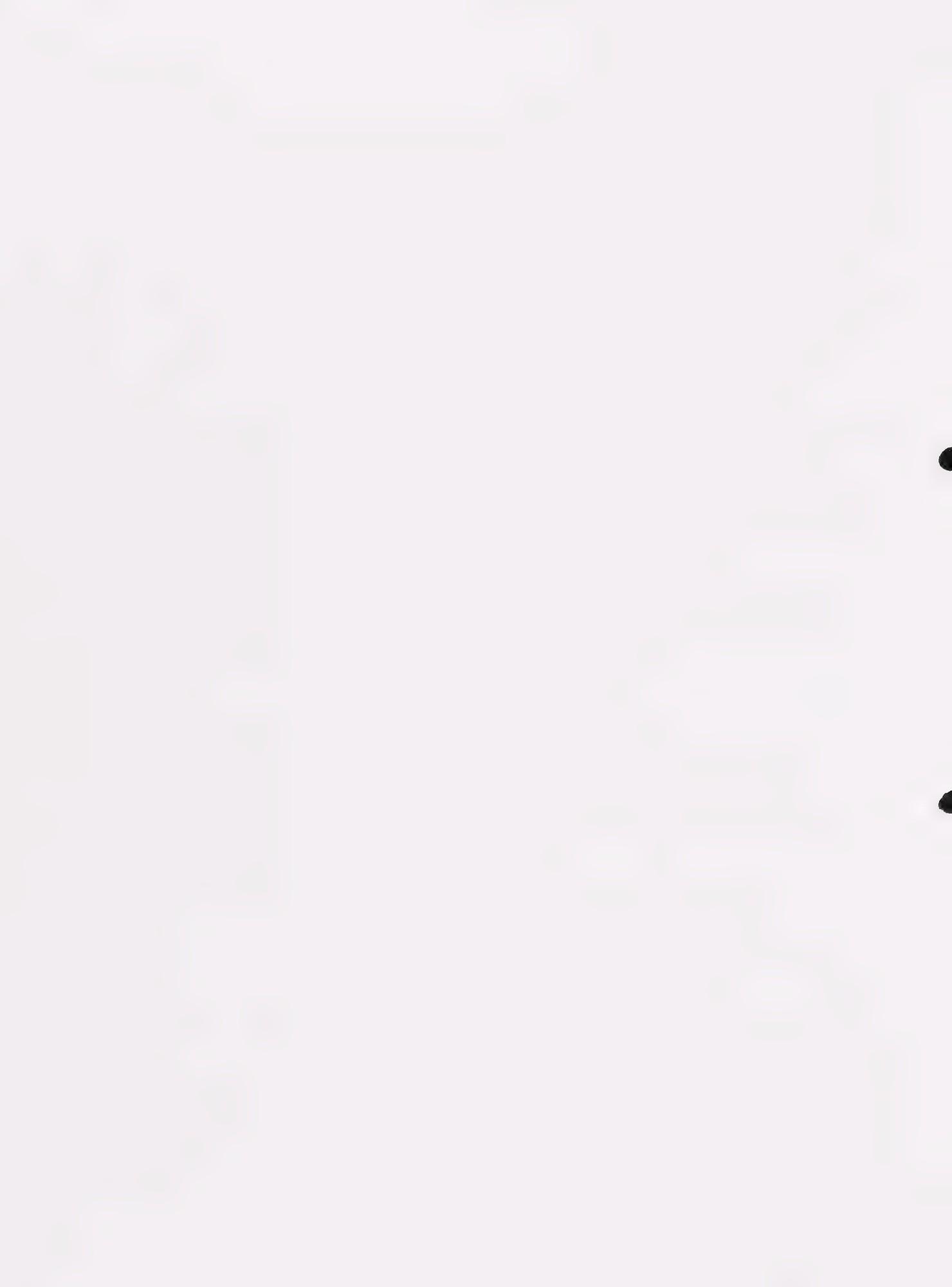
Accountable  
Parties

A. Immediately and ongoing, law enforcement agencies will conduct a complete review of the knowledge, values and beliefs of personnel at all levels regarding domestic violence and conduct training, supervision and counseling where gaps are identified.	Sheriff's Dept., Other Law Enforcement
B. As a part of any domestic violence contact, patrol officers will be directed to routinely educate, provide referrals and assist victims in protecting themselves from the escalation of violence.	Sheriff's Dept., Other Law Enforcement
C. Law enforcement and the Human Services Department must implement a much closer and more coordinated working relationship regarding Child Protective Services (CPS/HSD), family maintenance, foster care, & family reunification.	Sheriff's Dept., Other Law Enforcement and Human Services Department
D. A review of training and procedures on mutual arrests will be implemented immediately and ongoing.	Sheriff's Dept. and District Attorney's Office, Courts, Probation and CPS/HSD
E. If law enforcement agency professional has any personal involvement in domestic violence they will have no involvement in domestic violence case work.	Sheriff's Dept., District Attorney and Other Law Enforcement Agencies

## 6. Law Enforcement Personnel and Their Families

Findings

It appears that most county law enforcement agencies have personnel policies in place for counseling on an individual, couple and family basis. No law enforcement agency has specific personnel policies on domestic violence within the ranks. Thus, if a patrol officer or supervisor is arrested for domestic violence, what happens? Six sessions in an employee assistance program (EAP) is insufficient. Should the service revolver be removed? Should the officer be allowed to work in the field or should a supervisor oversee Patrol Officers making discretionary decisions regarding



domestic violence cases? These questions are of equal concern for personnel involved in probation, prosecution, adjudication and other related services.

### Comments

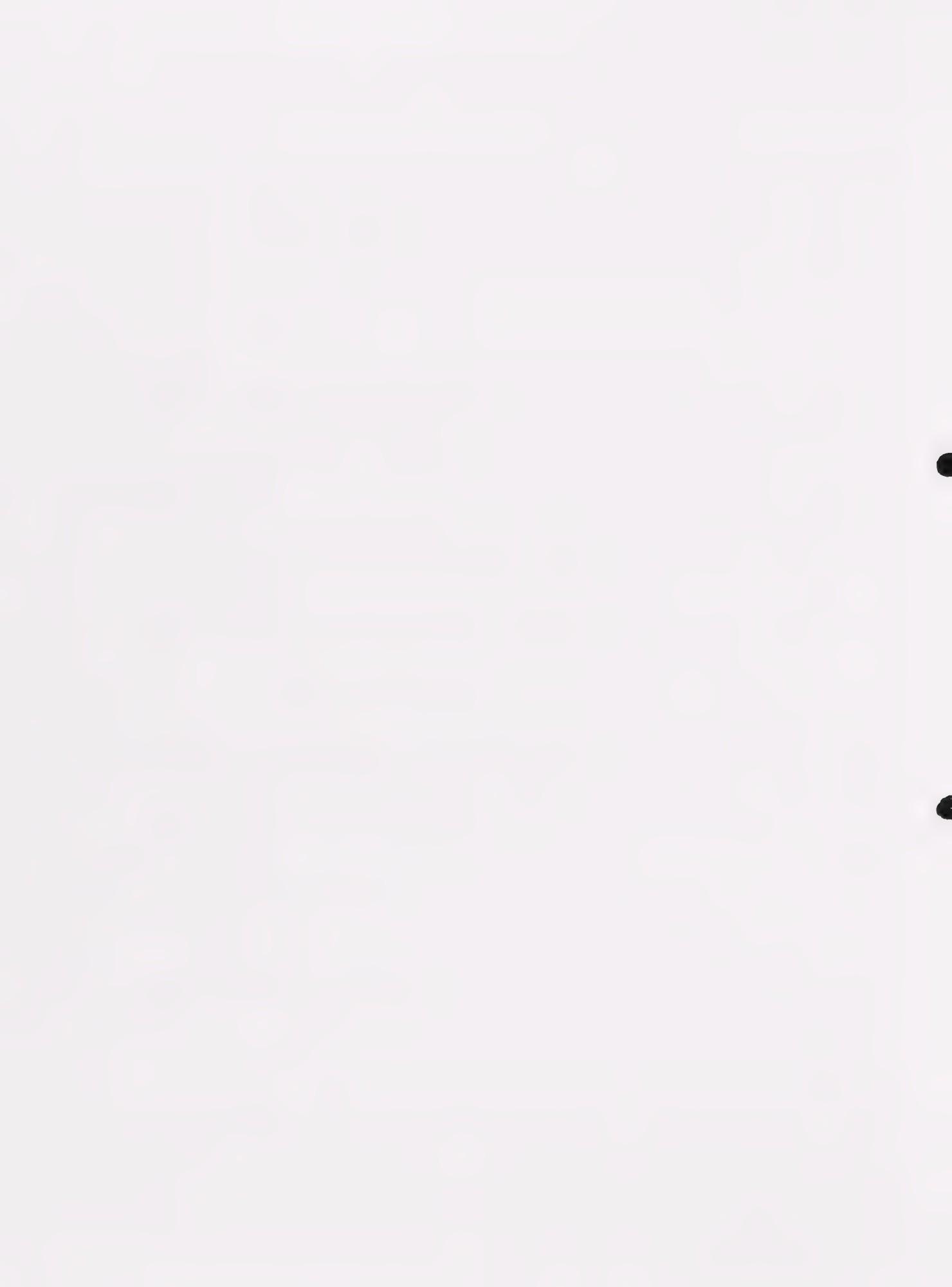
We concur with the AG's report which states that: "permitting officers who have had personal problems with this issue...creates credibility problems as well as a potential for bias" (IV.E) However, as noted above, we feel that this statement does not go far enough.

Recommended Actions: Law Enforcement Personnel and Their Families	Accountable Parties
<p>A. All law enforcement agencies, courts, District Attorney's Office staff, CPS/HSD, probation will provide clear policies and criteria on assignment of both sworn and non-sworn personnel, including:</p> <ul style="list-style-type: none"> <li>• If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.</li> <li>• Specific referrals to certified batterers' programs must be made and followed up.</li> <li>• Extra protection must be provided for spouses, children or others who register a complaint.</li> </ul>	Sheriff's Dept., Other Law Enforcement, District Attorney, Courts and CPS/Human Services Department
<p>B. The courts, law enforcement agencies, District Attorney and others in the system will examine their internal norms and standards re: domestic violence and correct any deficiencies, as needed.</p>	Sheriff's Dept., Other Law Enforcement, District Attorney, Courts and CPS/Human Services Department

### 7. Protection of Children

#### Findings

Child Protective Services has no knowledge of the amount of concurrent of domestic violence within the families with whom they work. In the Macias case, child abuse can be seen, in hindsight, as a fundamental element in the abuse Ms. Macias suffered. At present, under current state law, CPS/HSD has no accountability regarding domestic violence. CPS/HSD's best response to domestic violence is to

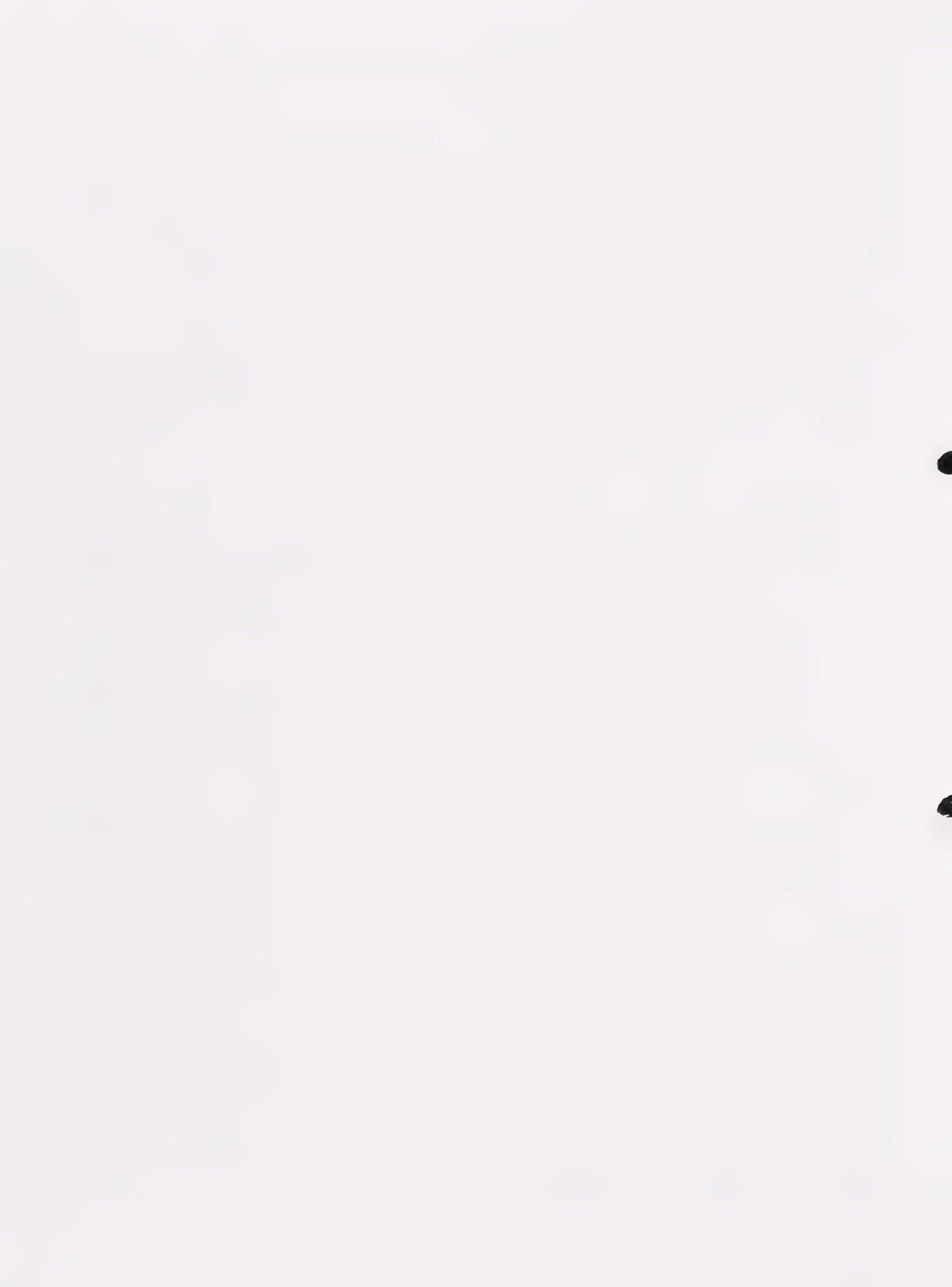


remove children from their parents for not protecting their children; as a result, the victim of domestic violence is re-victimized.

Children who live in homes where violence occurs have a much higher likelihood of getting caught up as adults in the cycle of violence as abusers and victims. Current law enforcement and Child Protective Services practices do not adequately take into account this reality. Child Protective Services protocols do not pay attention to domestic violence unless there is direct, obvious evidence of physical harm to children. Evidence of domestic violence is not necessarily reported to law enforcement unless there is evidence that children were physically harmed.

Alternately, when law enforcement is aware of domestic violence in the presence of children, referral isn't made to CPS/HSD unless there is evidence of physical harm to children.

Recommended Actions: Protection of Children	Accountable Parties
A. Law enforcement protocols will include contact and ongoing coordination with CPS/HSD in all domestic violence incidents where children are present, regardless of whether there is evidence of "physical" harm to the children.	Law Enforcement Agencies and CPS/HSD
B. CPS/HSD protocols will include screening and contact and ongoing coordination between law enforcement agencies and other agencies where there is an indication of domestic violence.	Law Enforcement Agencies and CPS/HSD
C. Mechanisms will be developed to allow agencies working with victims of domestic violence or child abuse to communicate and coordinate services to insure safety of families.	Law Enforcement Agencies and CPS/HSD
D. If necessary, legislation will be passed to mandate reporting identified in recommendations A & B & C.	State Representatives
E. In all domestic violence or child abuse matters, safety of family members will have a higher priority than confidentiality .	Law Enforcement Agencies and CPS/HSD
F. Services aimed at intervening with children to break the "cycle of violence" will be given a higher priority in the funding and programs of county agencies.	Board of Supervisors



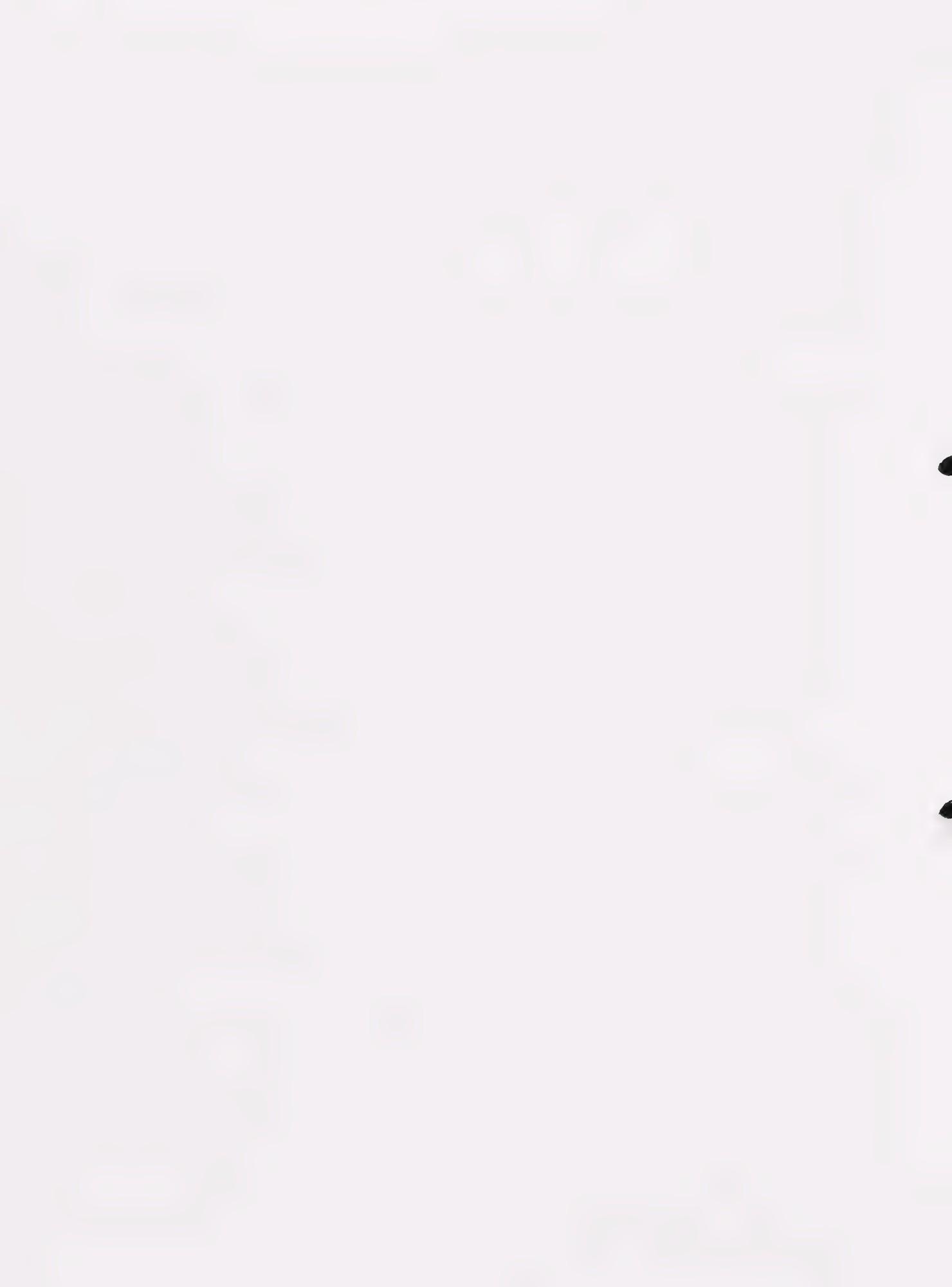
G. Legislation will be passed to expand judicial authority to mandate CPS/HSD services in domestic violence, family law and any other criminal case situation where children are exposed to violence.	State Representatives
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## 8. Restraining Orders

### Findings

There are numerous problems with the way in which restraining orders are filed, processed and enforced:

- a) The complexity of the temporary restraining order (TRO) packet and forms make it difficult for calm individuals to understand the process of obtaining a restraining order, let alone someone who has recently been a victim of domestic violence. As a result, information provided to law enforcement personnel may be incomplete or ambiguous and interfere with the ability of law enforcement personnel to effectively enforce the restraining order. Just as difficult, is a victim's ability to sort through the various kinds of restraining orders (TROs, EPSs, OAHs, SAOs etc.).
- b) It is up to the presenting party to have paperwork completed at the time of a hearing. We understand that currently, the courts have volunteer law student clerks available to assist with completion of paperwork.
- c) The onus has been on the victim to make sure she or he gets copies of an order.
- d) When restraining orders are no longer in force, there is no notification to victims.
- e) The volume of paperwork associated with court proceedings and the lack of differentiation (within the courts) of domestic violence related paperwork from other cases has lead to significant delays in the processing of restraining orders, increasing the risk to victims and undermining their confidence in the justice system.
- f) Given the discretion law enforcement and District Attorney's Office personnel have regarding whether a TRO has been violated, (i.e., to say a misdemeanor violation hasn't occurred when, technically, it has), the lack of a victim-friendly tracking system for personnel to obtain information on past violations of TROs hampers law enforcement's ability to adequately assess the degree of potential threat an individual incident poses to a victim.
- g) The "CLETS" information system does not contain critical information from the restraining order declaration.



- h) When a suspect is not present during a field investigation, checks on that person are not routinely run through the system to see what level of continued threat the victim may face.
- i) With the level of discretion given to law enforcement, the District Attorney and CPS/HSD and the potential risk of harm, there is an insufficient focus on training aimed at ongoing changes in the law related to restraining orders. Ideally this needs to occur as cross training that includes the District Attorney personnel, CPS/HSD, service providers, and other relevant personnel .

### Comments

It should be noted that the Temporary Restraining Order Clinic does expedite the processing of orders and provides a safeguard against most of the problems associated with the Macias case. We concur with the AG's report on the lack of TRO clinic availability at locations outside Santa Rosa (II.C). We also agree with the emphasis the AG's report places on the importance of the victim's declaration being available to law enforcement. (II.E). The AG's report does not address the current CLETS' inability to make such information available in the field. As this is a statewide system, it is our understanding that the AG has the authority to implement the needed capabilities.

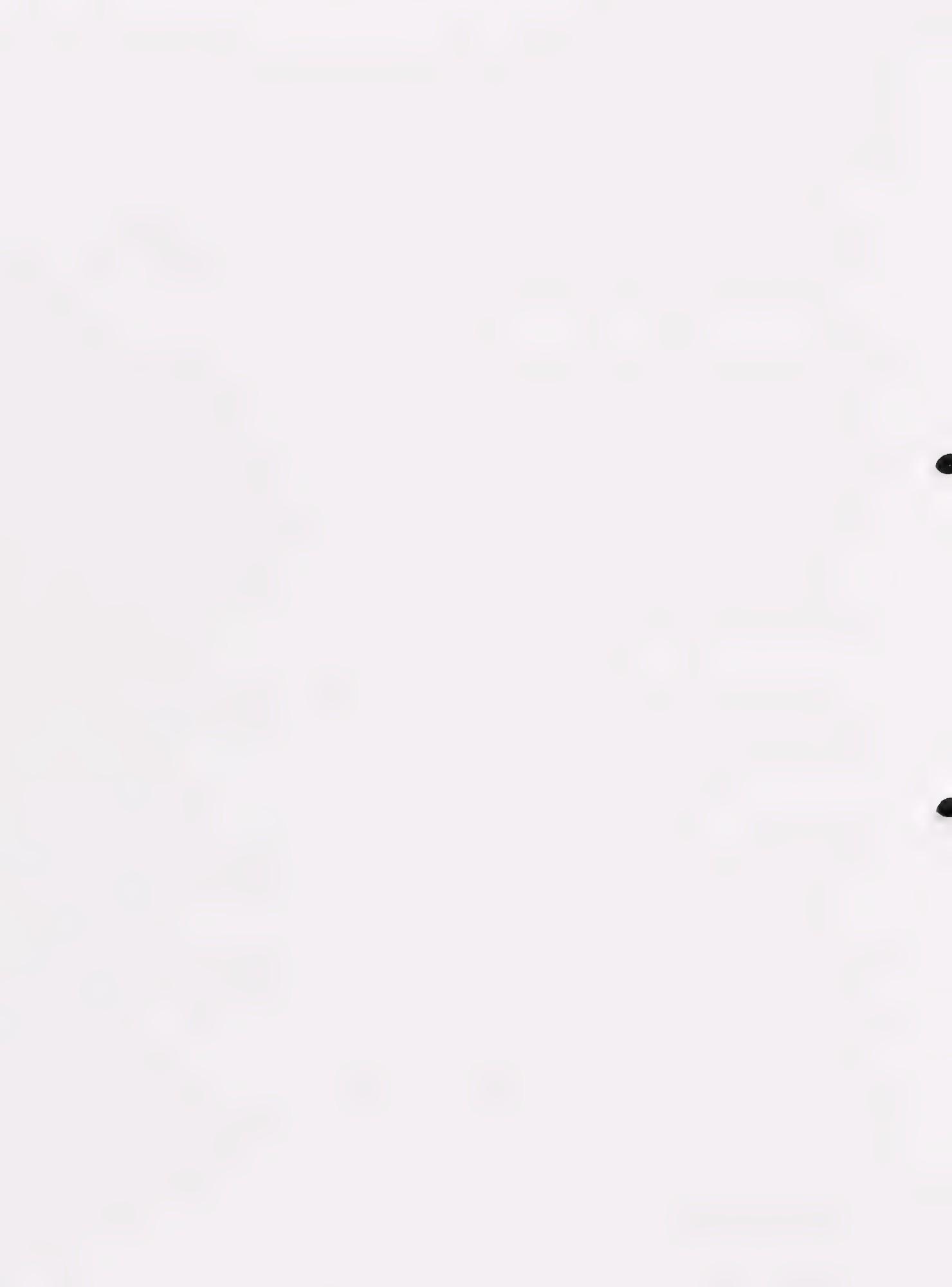
The Community Task Force Report recommends a centralized TRO filing system (D12), a TRO Clinic (D13), both of which have been established, and more user-friendly TRO instructions (D14).

### Recommended

#### Actions: Restraining Orders

### Accountable Parties

A. Develop and circulate an easily understandable matrix explaining the variety of restraining orders available to the public. (See Appendix #3)	Courts
B. Maintain support for the Santa Rosa TRO Clinic and set up mobile TRO clinics in order to serve geographic areas outside Santa Rosa, using judges or a judge pro tempore, and coordinated with other service agencies and law enforcement.	Courts and YWCA
C. Filing of a no contact order will be mandated in all criminal domestic violence cases, even when the perpetrator is in custody or the victim lives with or intends to continue living with the perpetrator.	District Attorney, Courts and law enforcement

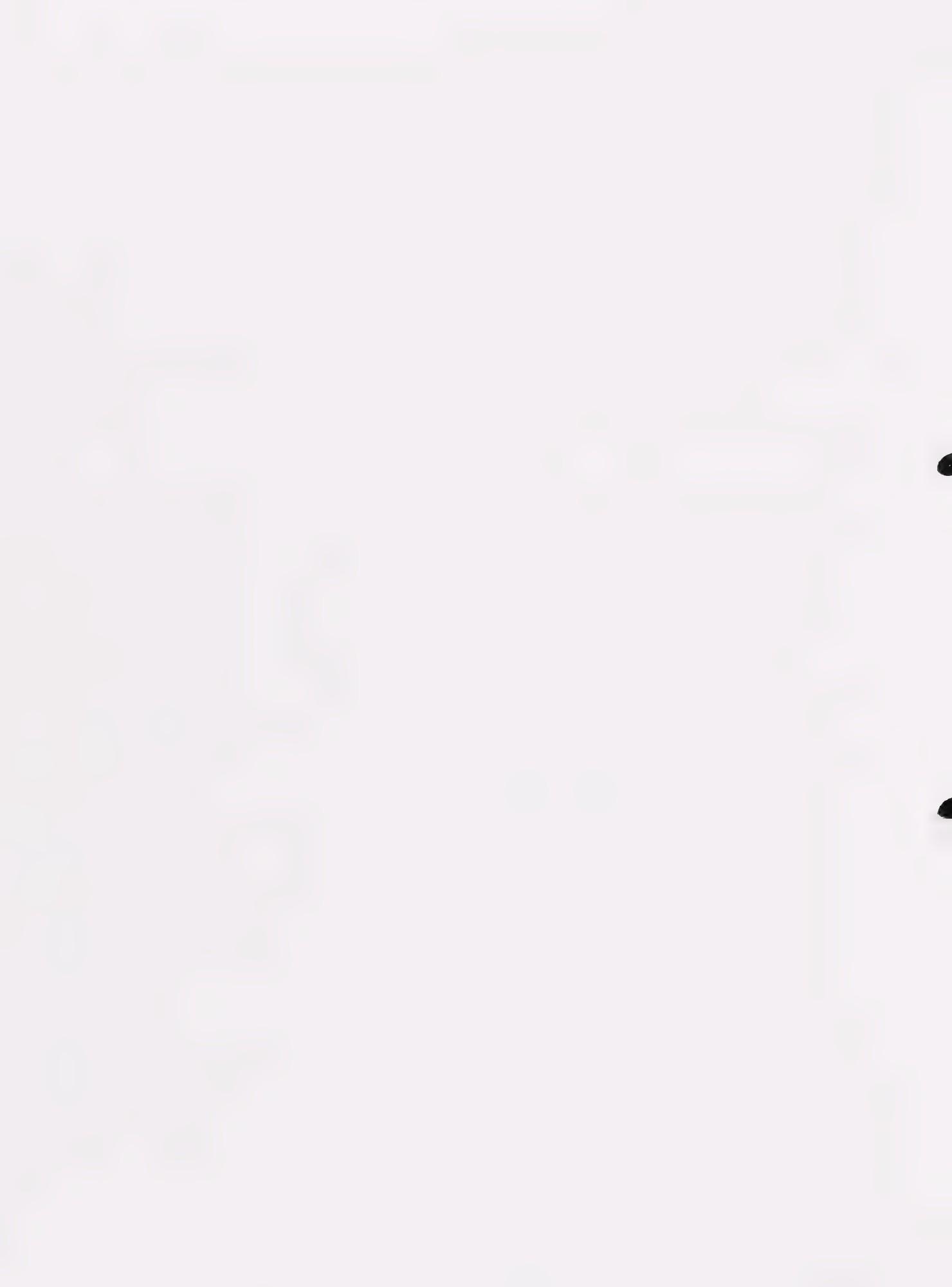


D. TRO forms, orders, hearings and enforcement processes will be simplified. All restraining order forms should include "no contact" language regarding telephone or other forms of correspondence	Presiding Judge and State Judicial Council
E. All TRO information and forms will be provided in Spanish as well as English.	Courts
F. Use of volunteers to accompany people involved in TRO or criminal proceedings will be expanded and institutionalized.	Courts
G. The state budget will prioritize funding to allow for mobile TRO clinics and other victim services.	State Representatives

## 9. Investigation, Prosecution and Inter-Agency Communication Findings

As mentioned above, the difference between domestic violence and other crimes suggests the need for changes in what constitutes an adequate investigation and prosecutorial process. There must be a higher level and quality of communication between people and organizations involved in domestic violence law enforcement, prosecution, and service delivery. For example, when the District Attorney looks at a crime report submitted by law enforcement and finds insufficient information to prosecute, there has been insufficient follow-up communication to insure a full investigation has taken (or will take) place. The District Attorney has had additional problems with the availability of information within database systems. Other obstacles include:

- a) Even where information is shared, different understandings, use of language, definitions and foci of the different entities interferes with effective communication. For example, we had difficulty obtaining a "layman's definition" of domestic violence as that term has been used within the penal code, i.e., the Court, District Attorney and Sheriff's Dept. each provided different definitions. This is a symptom of the communication problems that interfere with effective collaborative case management.
- b) The practice of looking at a domestic violence case as an isolated incident rather than using a more comprehensive "safety/risk management" model (assessing the total circumstances) results in investigation and prosecution systems that are unable to recognize an escalating pattern of violent behavior and respond appropriately. (This is also an obstacle to prevention and treatment.)



c) Judges hearing a criminal case are not routinely provided with a history of civil restraining orders issued when they hear a criminal matter. The District Attorney does not routinely bring this information forward.

### Comments

The AG's report emphasized the lack of communication; at the management level (I.B) "there is no ...forum ...to discuss problem areas and agree on possible solutions", and at the staff level (I.C) there isn't the "opportunity to exchange information with peers...to recognize problems early and make corrections", and (III.D) "there has been too little exchange at the working level (specifically between the District Attorney's Office and law enforcement)". The Community Task Force Report recommends the establishment of a Coordinating Council (MDT, A1) and the development of additional resources to be distributed to victims that will include important agency contact numbers (A3). The report recommends expanded victim services through the District Attorney's Office (10c).

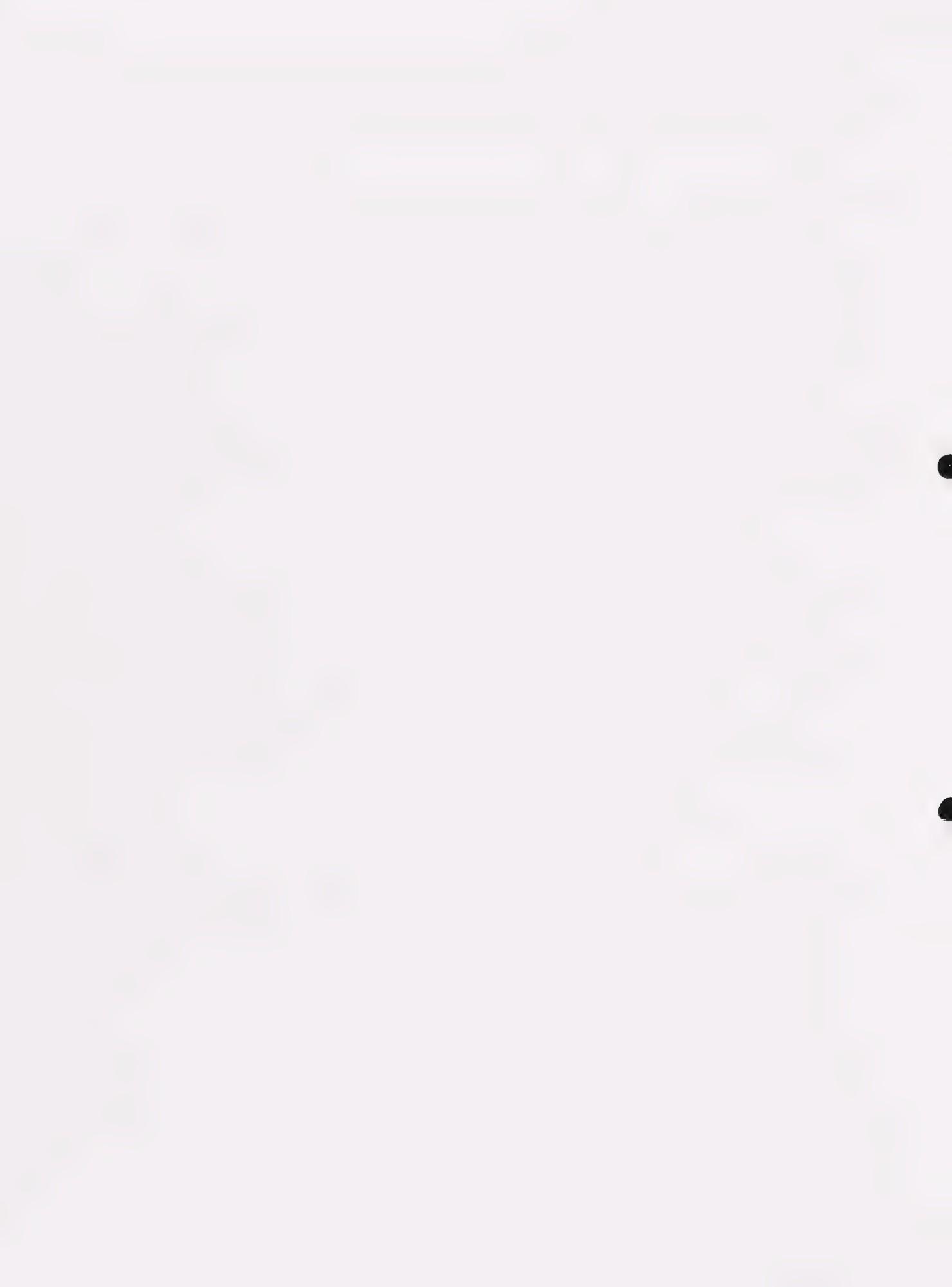
We strongly concur with the AG's report on the lack of information and effective communication with law enforcement when the District Attorney's Office rejects a case. (II.F) The rate of case rejection is an example of a statistic currently being tracked by the District Attorney's Office and needs to be analyzed for purposes of accountability. However, the change in arresting protocols this year (which had the effect of increasing the number of cases forwarded to the District Attorney's Office by law enforcement) also means we do not have a reliable baseline data from prior years.

### Recommended

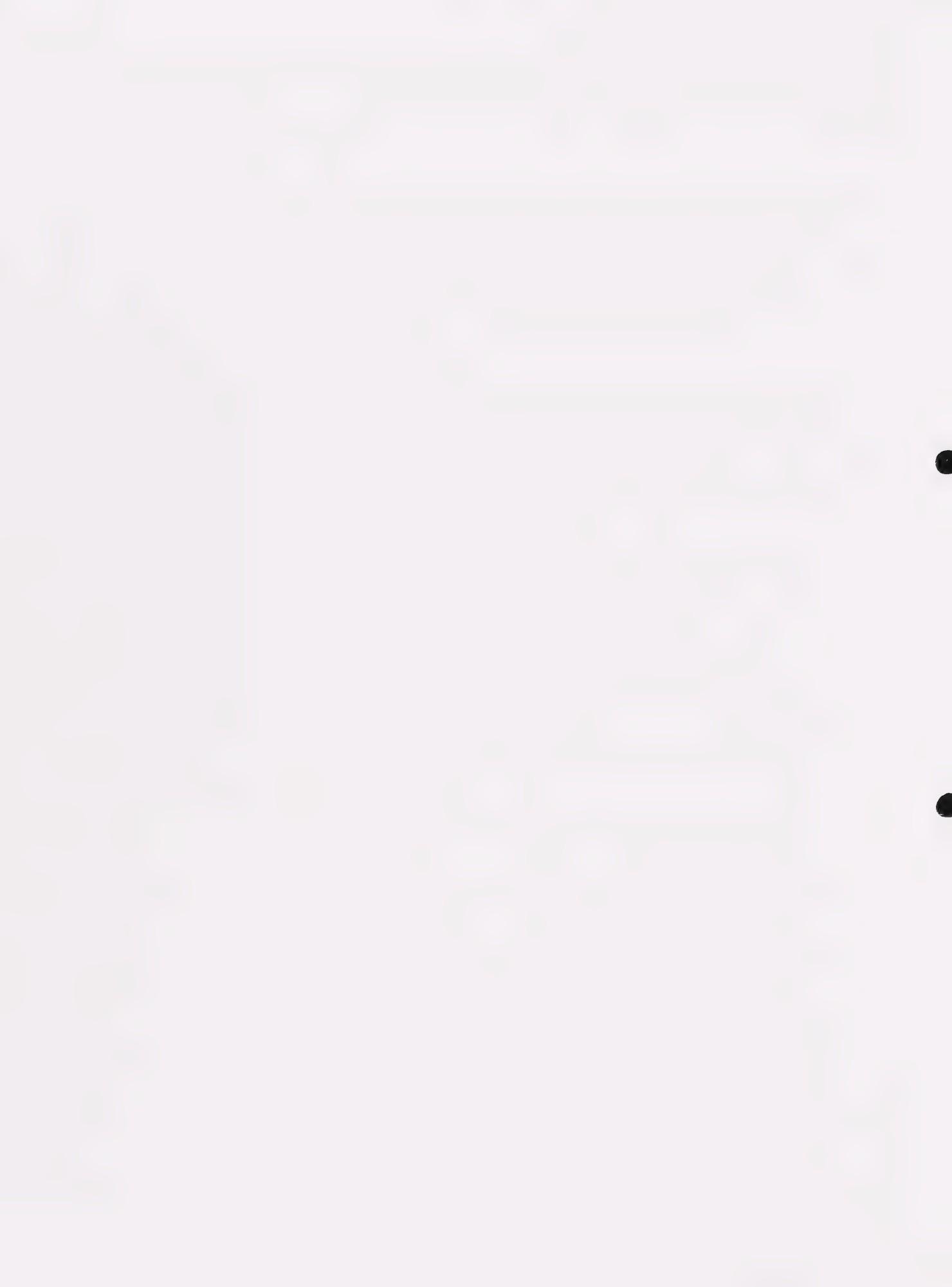
### Accountable

#### Actions: Investigation, Prosecution & Inter-Agency Communication      Parties

A. There will be a more systematic process for insuring: <ul style="list-style-type: none"><li>• continuity and coordination in case management,</li><li>• adequate follow-up on ancillary services and cross-referral,</li><li>• families are treated as a whole unit,</li><li>• all relevant data (CPS/HSD, Schools, health providers, etc.) is included in the investigative process.</li></ul>	All Agencies
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B. There will be a more comprehensive protocol covering referrals between law enforcement and Child Protective Services.	Sheriff's Dept. and Other Law Enforcement Agencies and CPS/HSD
C. More advocacy services will be made available and the District Attorney and law enforcement agencies will insure that victims have the right to the advocate of their choice and will not in any way interfere with that right.	Board of Supervisors, Courts, District Attorney, Law Enforcement Agencies
D. Victims will be provided an accurate picture of what's happened and what lies ahead at each point of contact with the investigation and prosecutorial process (24-hour availability of information is needed).	Sheriff's Dept., District Attorney, Other Law Enforcement Agencies
E. Ongoing, mandatory multi-disciplinary training will be provided for all county and law enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as: <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• and values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>	Sheriff's Dept. and Other Law Enforcement, District Attorney, Courts, CPS/HSD and Other Service Providers, State Representatives



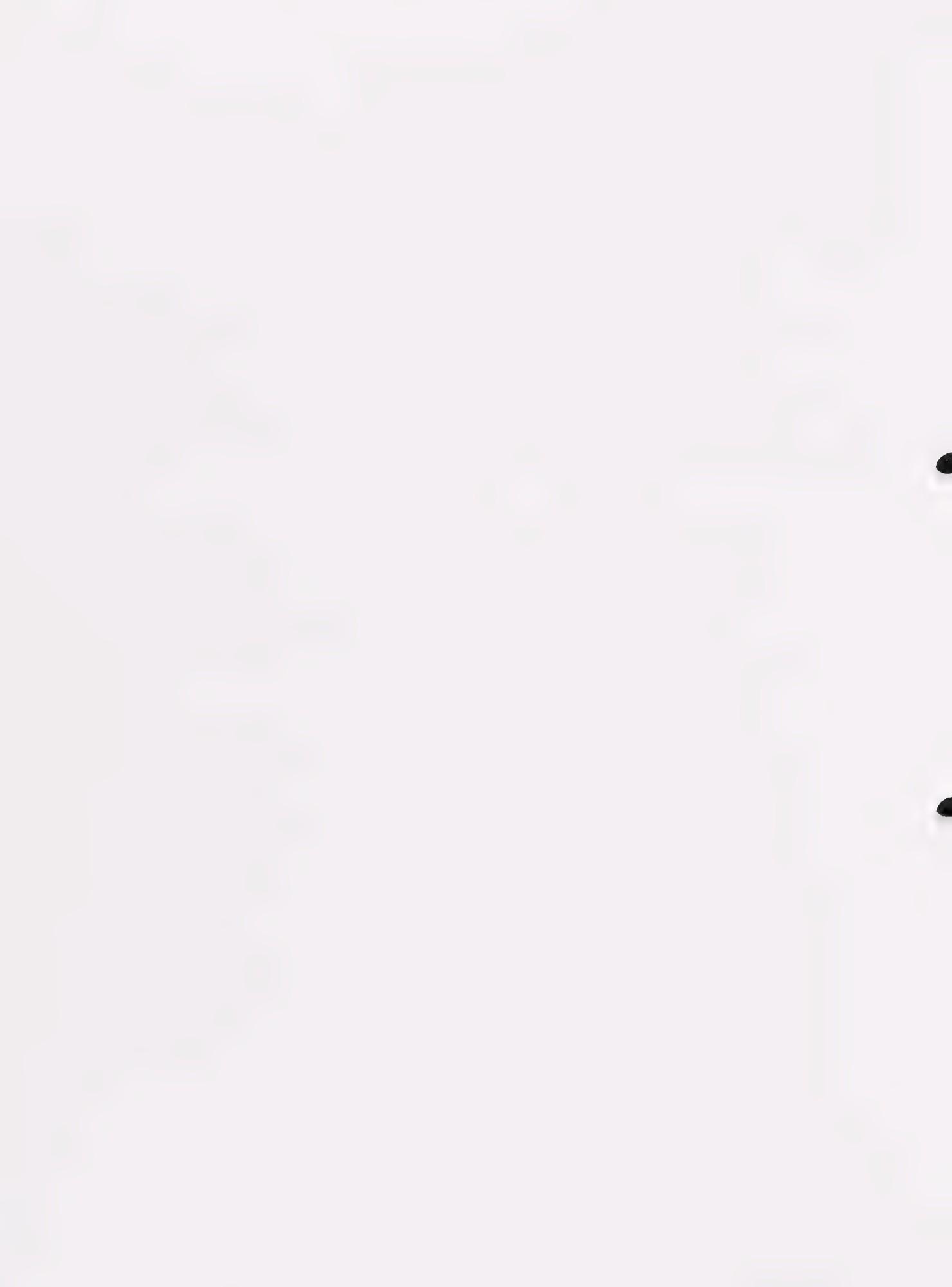
## 10. Processing of Court Cases, Disposition and Follow-up

### Findings

A major frustration occurs when cases fall apart because victims are unable to maintain their resolve to keep a case moving forward. Sometimes this becomes an excuse to "blame the victim" and not take full responsibility to see that justice is done. And yet, too often victims do not have the necessary information or emotional or economic support to stay the course.

All parties need to be sensitive to the fact that successful processing and disposition of a case is not just a matter of getting a guilty verdict and should not hinge solely on victim participation in the prosecution. Because of the relationship between the perpetrator and victim, there is a need for much more intensive and coordinated follow-up than in other kinds of cases. There are several problems in the current system of follow-up:

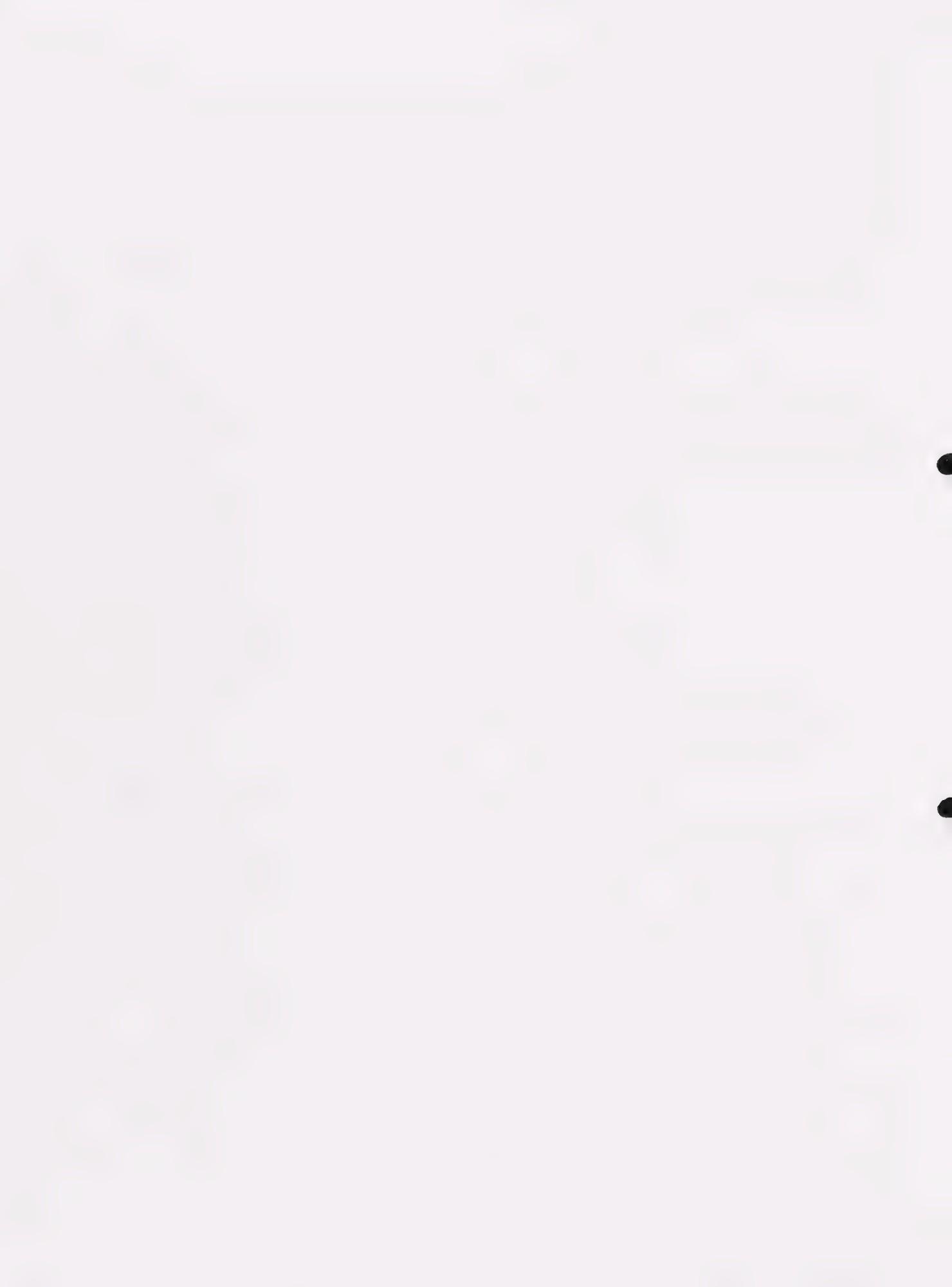
- a) There is little or no real information on outcomes. There is not sufficient use of management information to identify opportunities for performance improvement in any part of the system; e.g., the elimination of diversion may have had the effect of increasing the level of violence before certain batterers get help. There is a need to look closely at the effectiveness of and limitations on services for batterers.
- b) The burden is on the victim to track the disposition of a case rather than on the Courts, District Attorney and law enforcement. Probation takes responsibility to a certain extent but is handicapped by overwhelming and increasing caseloads. The Probation Dept. currently devotes approximately 20% of staff time to domestic violence cases even though such cases represent approximately 25% of overall cases. Domestic violence cases require significantly more time and attention due to the need to work with both the victim and the abuser. The absence of comparative outcomes data makes it difficult to evaluate what kind of impact this level of resource utilization is having. Nonetheless, the Probation Dept. appears to be taking a positive, proactive stance towards supervision of probationers and protection of victims.



Comments

The AG's report notes how it is "difficult to have any idea of how problems are being solved without good statistical information" (II.D). The report goes on to outline the kinds of information that is lacking. As we note below (See #12), what the AG's report does not identify is the lack of a systematic and accountable process for follow-up (continuous learning and improvement) on the information collected. The Community Task Force Report also recommends standardized data collection for better analysis (A2). It also recommends victims be notified prior to the release of a perpetrator from jail (B5a).

Recommended Actions: Processing of Court Cases, Disposition and Follow-up	Accountable Parties
A. Establish standardized data collection for improved analysis of system performance and trends.	Courts, Sheriff's Dept., Other Law Enforcement Agencies, Board of Supervisors, Commission on the Status of Women
B. Local and state data processing systems will be improved and coordinated in order to allow for development and tracking of case and outcomes information.	Board of Supervisors, State Attorney General's Office
C. Successful disposition of a case must include: <ul style="list-style-type: none"> <li>• All victims of domestic violence will be notified prior to release of a batterer.</li> <li>• All victims are educated re: options, recommendations and consequences of threatening actions by the batterer.</li> <li>• A plan for coordinated support by agencies and a community of support.</li> </ul>	Probation, Sheriff's Dept., Other Law Enforcement, District Attorney and Other Service Providers, Domestic Violence Coordinating Council



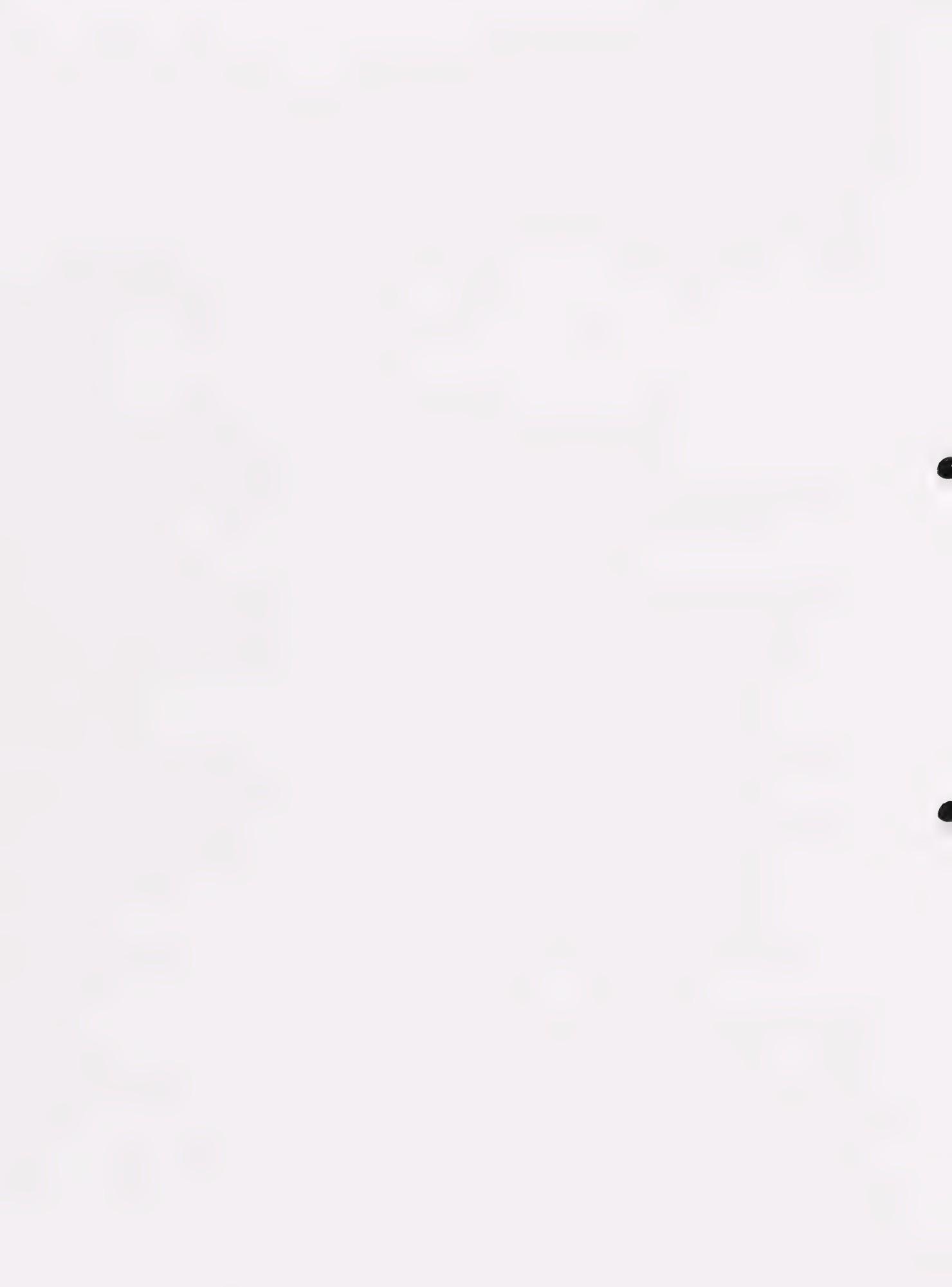
D. Funding will be prioritized to staff at levels allowing for adequate case management, including providing services to the victim and family.	Board of Supervisors
E. Multi-disciplinary task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education. This may require changes in laws pertaining to confidentiality.	Sheriff's Dept. and Other Law Enforcement, District Attorney and Other Service Providers, Domestic Violence Coordinating Council
F. The state budget will target funding to allow for the establishment of a domestic violence court.	State Representatives
G. In all domestic violence criminal cases, the District Attorney's Office will request a stay away order.	District Attorney and Courts
H. The bench will take the stance that domestic violence is a community issue, i.e., this is the State of California versus the abuser, not just a personal issue, and the courts actions will reflect this position in how they operate.	Courts
I. Given sufficient evidence, cases will be built and prosecuted independent of victim participation.	District Attorney
J. The courts will actively explore ways to organize their calendars to minimize fragmentation across different kinds of cases, including working towards establishing a one file, one family approach to file management.	Courts

## 11. Prevention and Treatment

### Findings

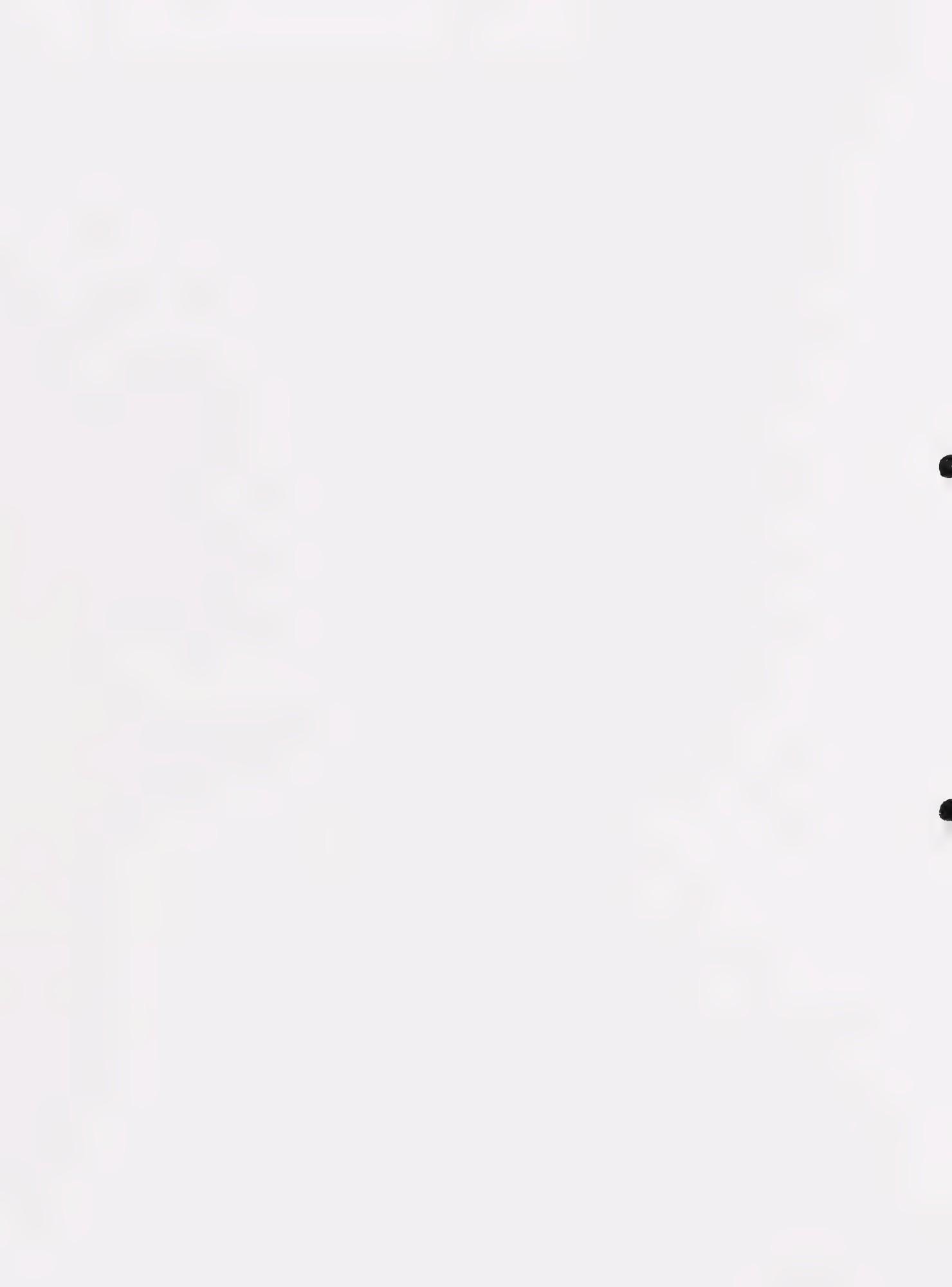
There is too little priority on prevention and treatment and insufficient supervision and coordination where such services do occur.

- a) There is a lack of services for both victims and batterers to help prevent a recurrence of violence, as well as not enough services for those who have problems in addition to violence, e.g., drug and alcohol dependency, mental



health. Complicating this issue is the difficulty many batterers and victims have in becoming motivated to obtain treatment or support.

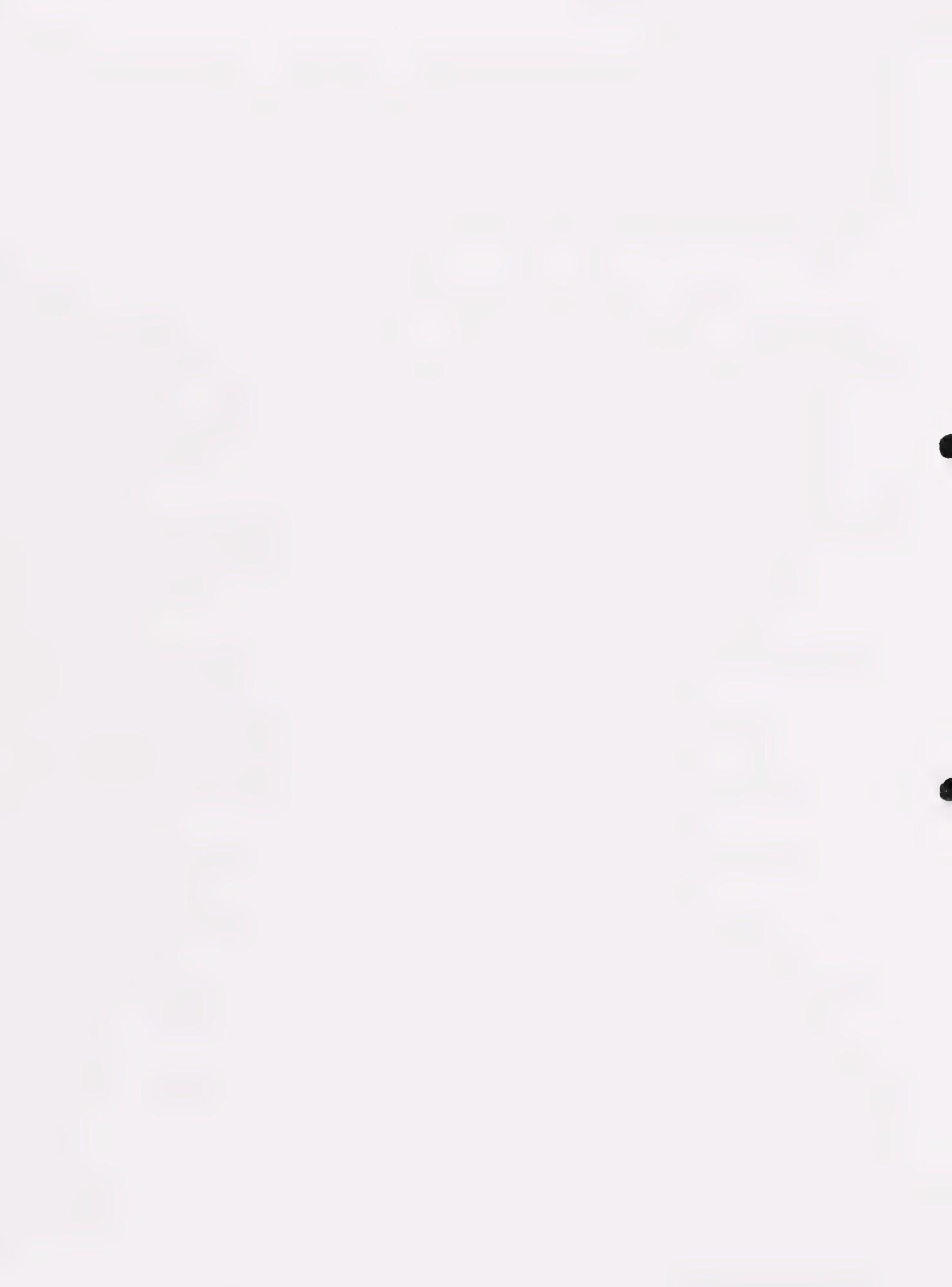
- b) There is a lack of early intervention services, i.e., an assault has to occur or a TRO violated before the system will intervene. Interventions that do occur are limited and can be counter productive; e.g., remove the children, send him or her to jail, go to counseling.
- c) There is a lack of batterers' programs for offenders. The current Probation Dept. caseload for batterers' services is over 900; however there are only approximately 250 certified counseling "slots." As in many other parts of the system where delays routinely occur, criminal or case information is sometimes forwarded to providers of counseling services long after the counseling process has begun and undermines the effectiveness of counseling and increases the risks to victims. Restrictive guidelines on services for batterers leads to a "one size fits all" approach, limiting availability of services to those who might be most easily helped to stop the violence. With the loss of diversion, "mild violence" does not currently warrant mandated counseling. Thus only "major cases" are referred. For those who do go through counseling, there are anecdotal reports that 40% have some kind of difficulty and half of those (~20%) end up back in court. Of those, 25% have their probation terminated and end up serving jail time rather than completing treatment, often due to poor initial assessment.
- d) There is a lack of a clear leadership focusing on developing and providing a system of prevention, early intervention and treatment services; particularly in the provision of health, mental health and social work services and schools.



Comments

The AG's report is limited in its review of this issue, restricting its comments to the lack of availability of public information (II.B). While increased public awareness is essential, it does not address the need for more proactive education and prevention strategies. The Community Task Force Report recommends a study of local diversion/treatment programs (C10). It also recommends global education through the schools and media about domestic violence and prevention through education (B4 & 6).

Recommended Actions: Prevention and Treatment	Accountable Parties
A. Law Enforcement Agencies will put a much greater emphasis on their role in violence prevention and intervention, including using every contact as an opportunity for education and referral. This also includes expanded follow-up contact with victims.	Sheriff's Dept. and Other Law Enforcement
B. CPS/HSD will establish an intermediate intervention between "family maintenance" and "removal of children" to provide more intensive supervision where a threat of domestic violence is at issue.	Child Protective Services
C. Preschools and schools will develop an age appropriate "violence education and prevention" curriculum at all levels, including issues such as: family violence, dating violence, sexual violence, conflict resolution.	County Office of Education, State Dept. of Education
D. All agencies involved in violence issues will adopt the principle; let's not wait until violence has occurred.	All
E. Expand victim's and children's counseling programs, including individual and group counseling and play therapy for young children. Provide these services in geographically diverse locations.	Courts and Human Services Department
F. There will be an assessment now, and ongoing, of the extent of family violence in the county and resources will be allocated based on these findings.	Board of Supervisors
G. Expand batterers' programming, including individual and group education and counseling for identified offenders, for perpetrators who self identify and to those in custody. Provide these services in geographically diverse locations.	Probation



<p>H. The state budget will provide appropriate levels of funding to insure the development of a system of prevention and treatment services. Such programs will include:</p> <ul style="list-style-type: none"> <li>• individual and group counseling by domestic violence and child abuse experienced clinical professionals and paraprofessionals</li> <li>• community education</li> <li>• youth education</li> <li>• drug and alcohol services</li> <li>• services for children who witness domestic violence.</li> </ul>	State Representatives
<p>I. Services will be made available in languages of those whose first language isn't English. Highest priority should be given to making all services and programs available in Spanish.</p>	All

## 12. Language Translation

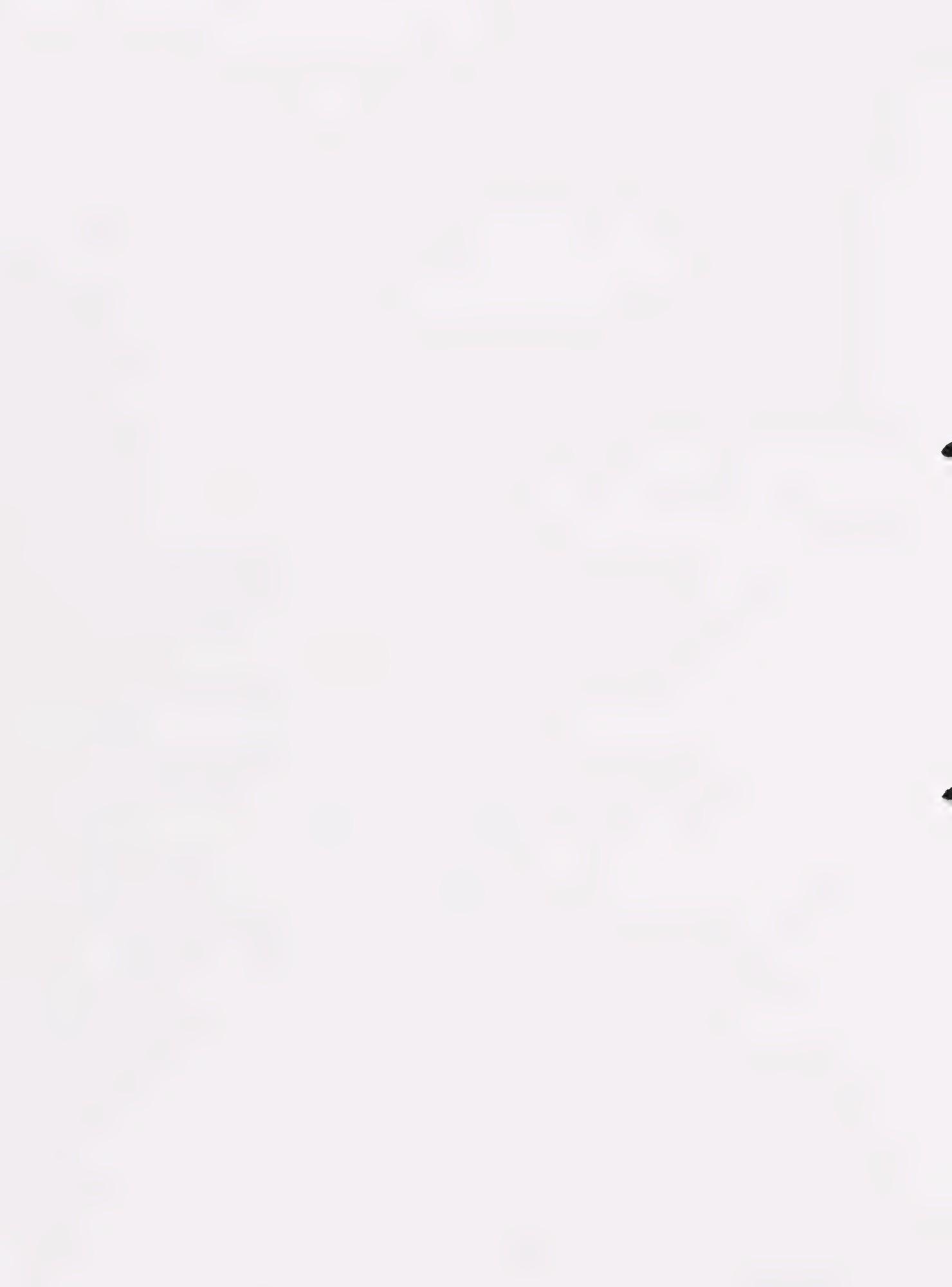
### Findings

In many parts of the system, the lack of adequate language translation services lowers the quality of response to people for whom English is not their first language:

- a) The lack of TRO information and forms written in Spanish is an even further obstacle for victims who are Spanish speaking.
- b) There are very limited Spanish speaking counseling services available for batterers.
- c) The courts do not guarantee that a certified translator will be available unless a party to a case has made a request ahead of time, restricting the victim's ability to understand and request protection from a batterer.

### Comments

This finding is strongly confirmed in the AG's report (II.A), although the report fails to emphasize the needs within the courts. The Community Task Force Report recommends more TRO materials be translated into Spanish.(D14).

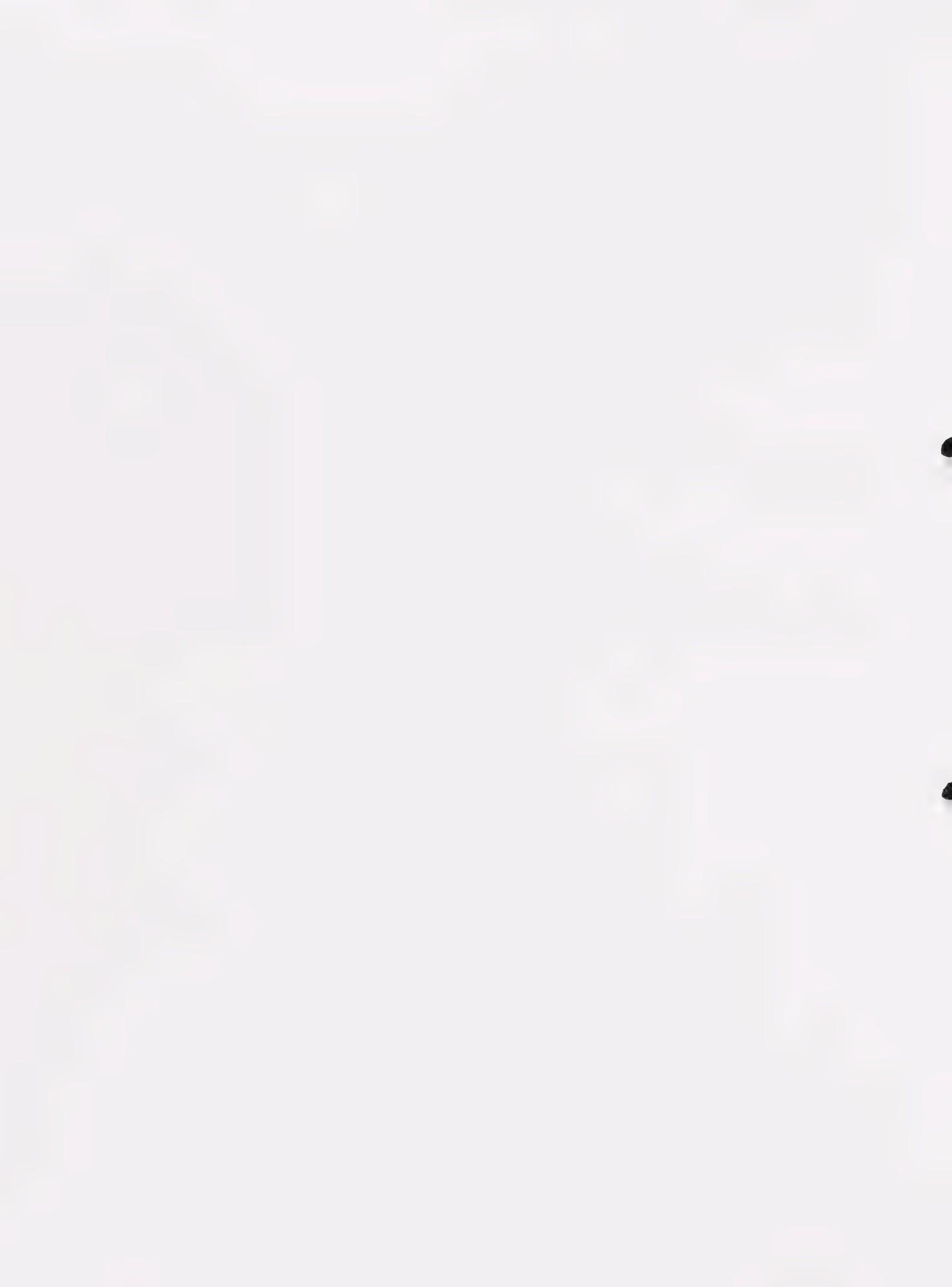


## Recommended

## Actions: Language Translation

Accountable  
Parties

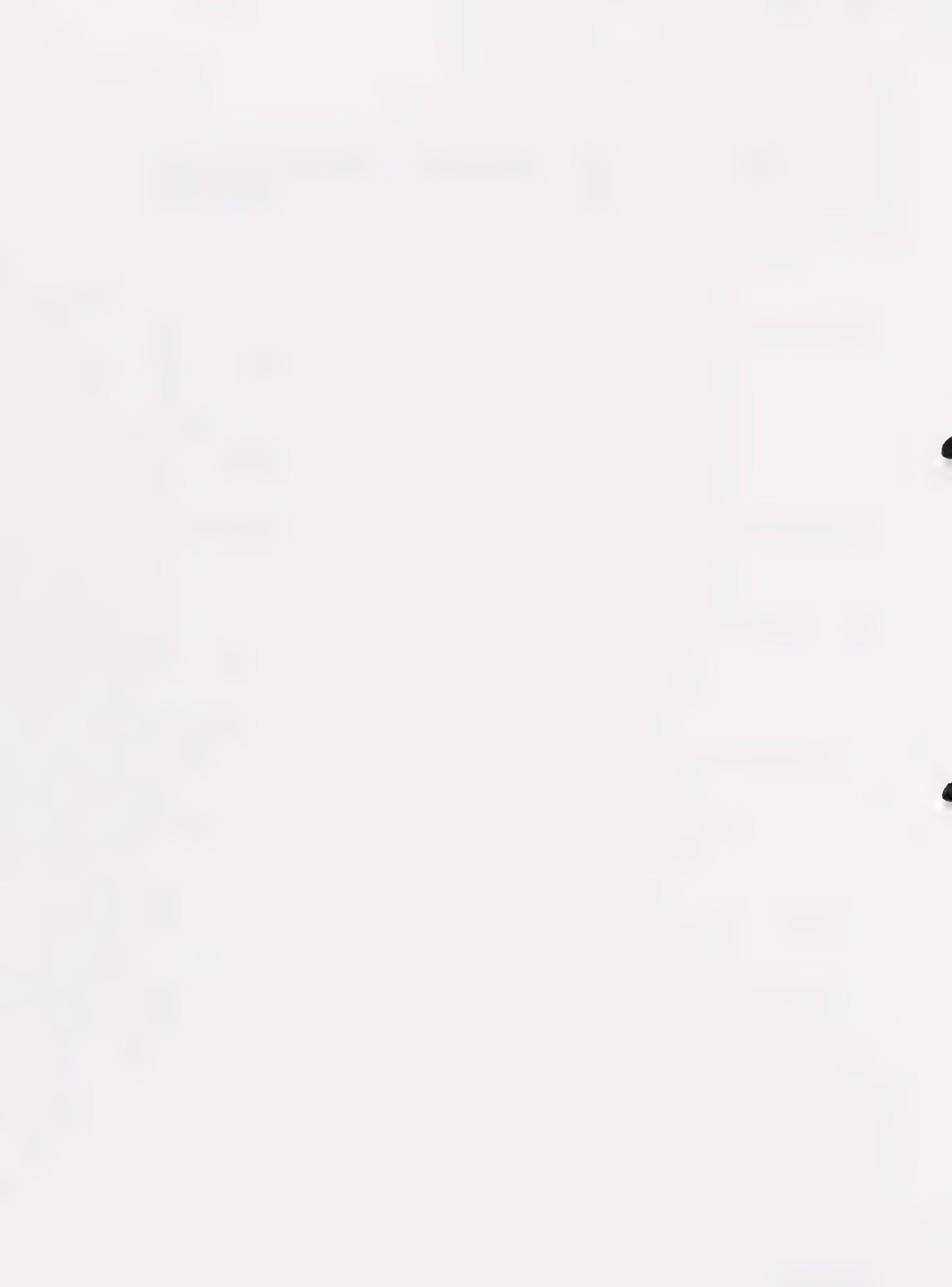
A. Certified translators will be provided in the courts and <u>at all points of contact with the system</u> . In the provision of translation services, there will be documentation of the translator by name, and identification of all services provided.	Courts, Sheriff's Dept. and Other Law Enforcement and District Attorney
B. Certification of translators will include assurance of culture and gender compatibility.	Courts, Sheriff's Dept. and Other Law Enforcement and District Attorney
C. Increased sources of Spanish-speaking counseling services will be identified.	Probation< CPS/HSD and Other Service Providers
D. All legal and educational forms and materials will be provided in languages prevalent within the county.	Courts and Board of Supervisors



Attachment 1

## Workplan and Timeline

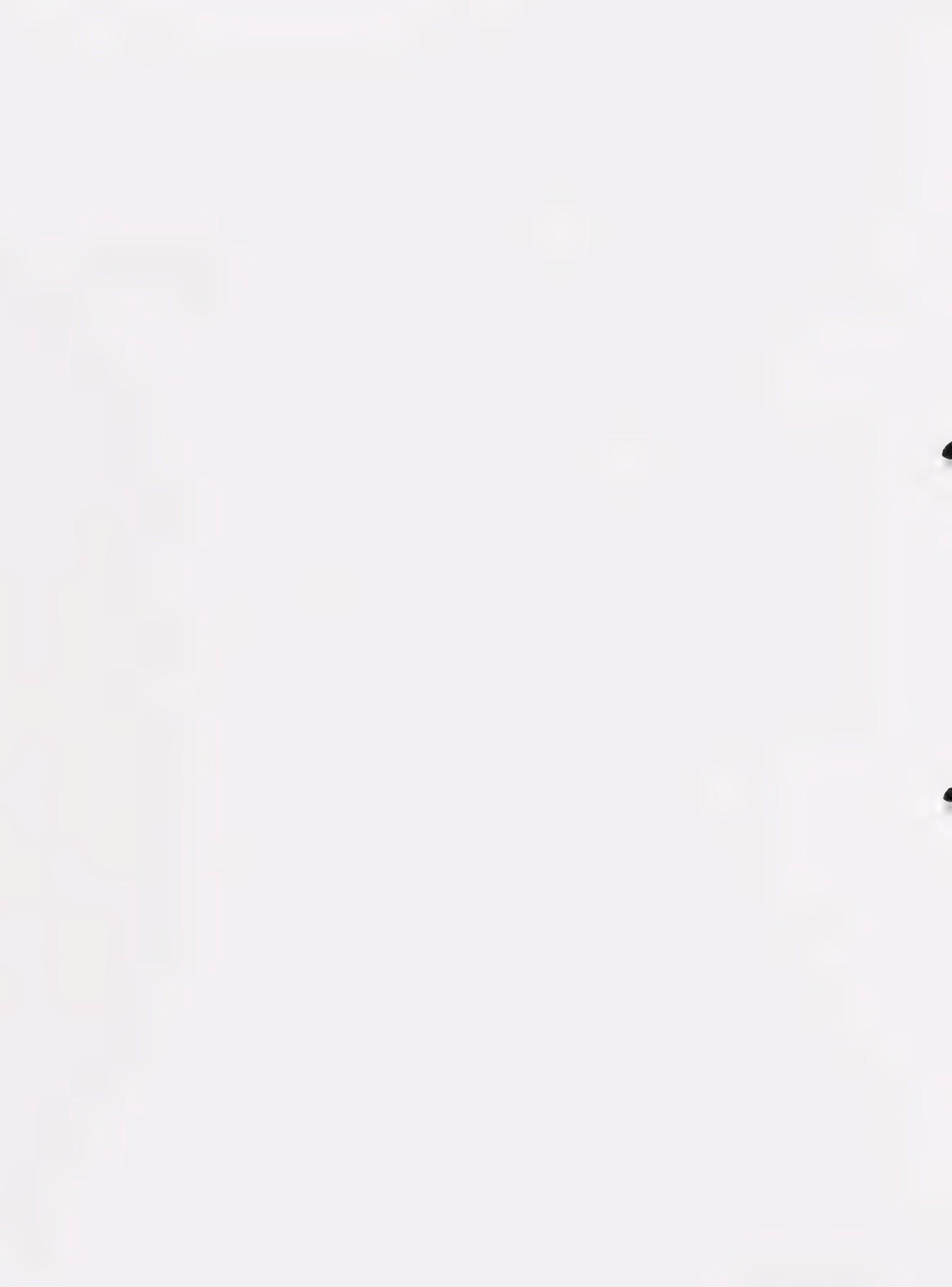
Meeting/Date	Objectives
1/ July 16	<ol style="list-style-type: none"> <li>1. Get Acquainted</li> <li>2. Review Charter: Committee Objectives and Issues Needing Attention</li> <li>3. Adopt Ground Rules</li> </ol>
2/ August 9	<ol style="list-style-type: none"> <li>1. To finalize Committee Charter.</li> <li>2. To adopt a preliminary Workplan and Timeline.</li> <li>3. To begin building a shared understanding of           <ol style="list-style-type: none"> <li>a) the current statistics on the level of reported domestic violence, and</li> <li>b) the current status of the service delivery system within Sonoma County.</li> </ol> </li> </ol>
3/ September 3	<ol style="list-style-type: none"> <li>1. Continue review of domestic violence case statistics and service delivery system.</li> </ol>
4/ September 12	<ol style="list-style-type: none"> <li>1. Review Macias Case</li> <li>2. Review Attorney General's Report</li> <li>3. Prioritize and sequence review of "issues needing attention".</li> <li>4. Develop information gathering plan (A. see below)</li> </ol>
5/ September 24	<ol style="list-style-type: none"> <li>1. Review information on <i>first</i> set of issues.</li> <li>2. Identify key findings.</li> </ol>
6/ October 9	<ol style="list-style-type: none"> <li>1. Review information on <i>second</i> set of issues.</li> <li>2. Identify key findings.</li> </ol>
7/ October 23	<ol style="list-style-type: none"> <li>1. Review information on <i>third</i> set of issues.</li> <li>2. Identify key findings.</li> </ol>
8/ November 1	<ol style="list-style-type: none"> <li>1. Adopt "Findings Report" (B. see below)</li> </ol>
9/ November 11	<ol style="list-style-type: none"> <li>1. Begin developing recommendations.</li> </ol>
10/ November 13	<ol style="list-style-type: none"> <li>1. Finalize and adopt "Recommendations" (C. see below).</li> </ol>



- A. The plan for gathering information will include: review of written materials, interviews with and/or presentations by experts, people involved in the domestic violence service delivery system, and people who have gone through the system.
- B. The "Findings Report" will consist of a summary of the information gathered on each of the issues considered, the Committee's assessment of the most significant information for each issue and identification of the options/solutions available for best addressing each issue.
- C. The "Recommendations" will include the Committee's choices on which of the options/solutions considered it believes the Sheriff's Department and District Attorney's Office should implement, as well as, a rationale for each choice.

#### Presentations and Materials Reviewed

- Sonoma County Sheriff's Department
- District Attorney
- Probation Department
- Court Administration
- YWCA (Victim's Services)
- Family Community Counseling Services(Services for Batterers)
- Center for Legal Reason
- Judges Gray and Rosenfield
- Women Against Rape
- Purple Berets
- Child Protective Services
- Attorney General's Report'
- Community Task Force Report
- Quincy Report

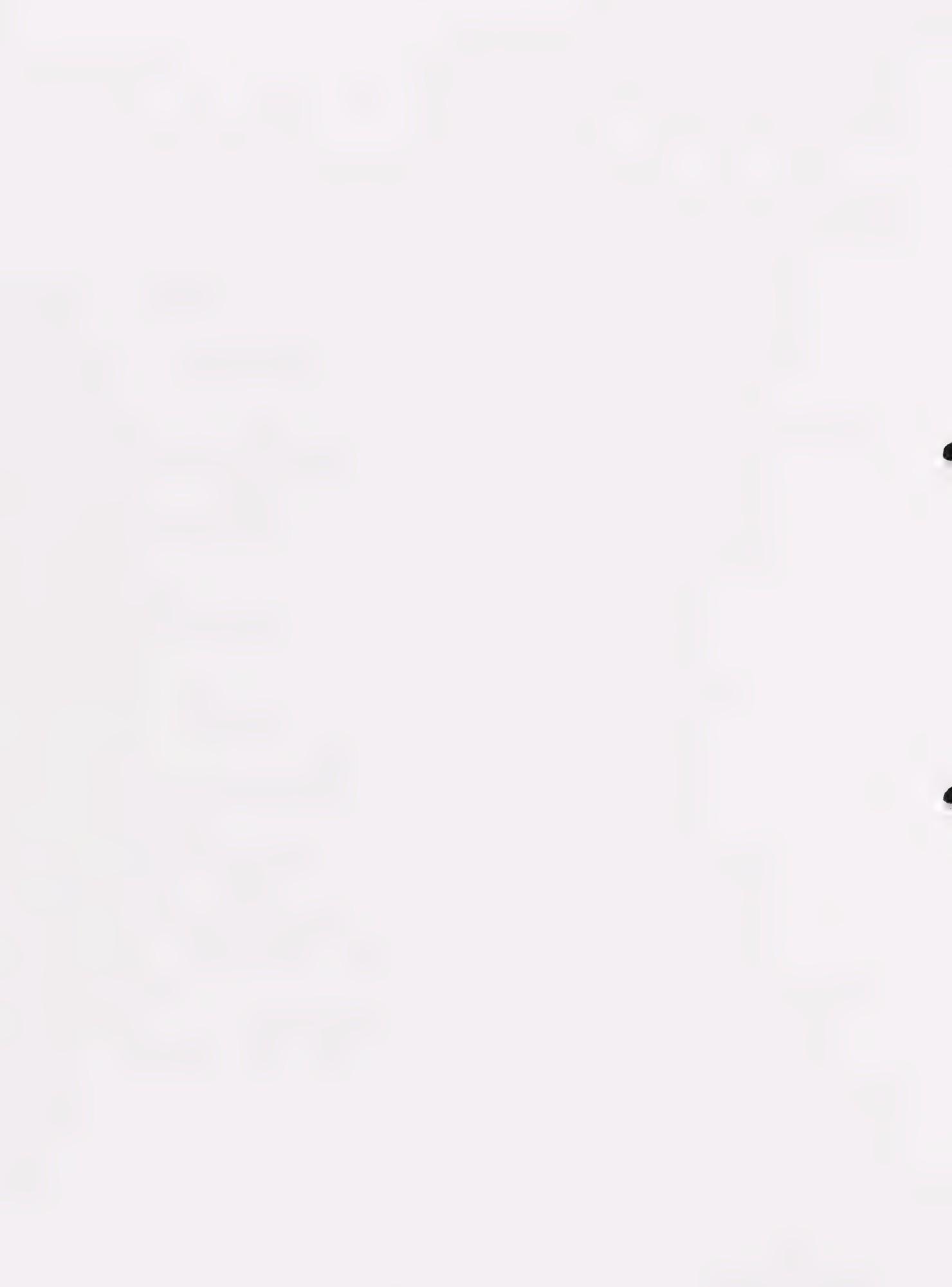


## APPENDIX 1

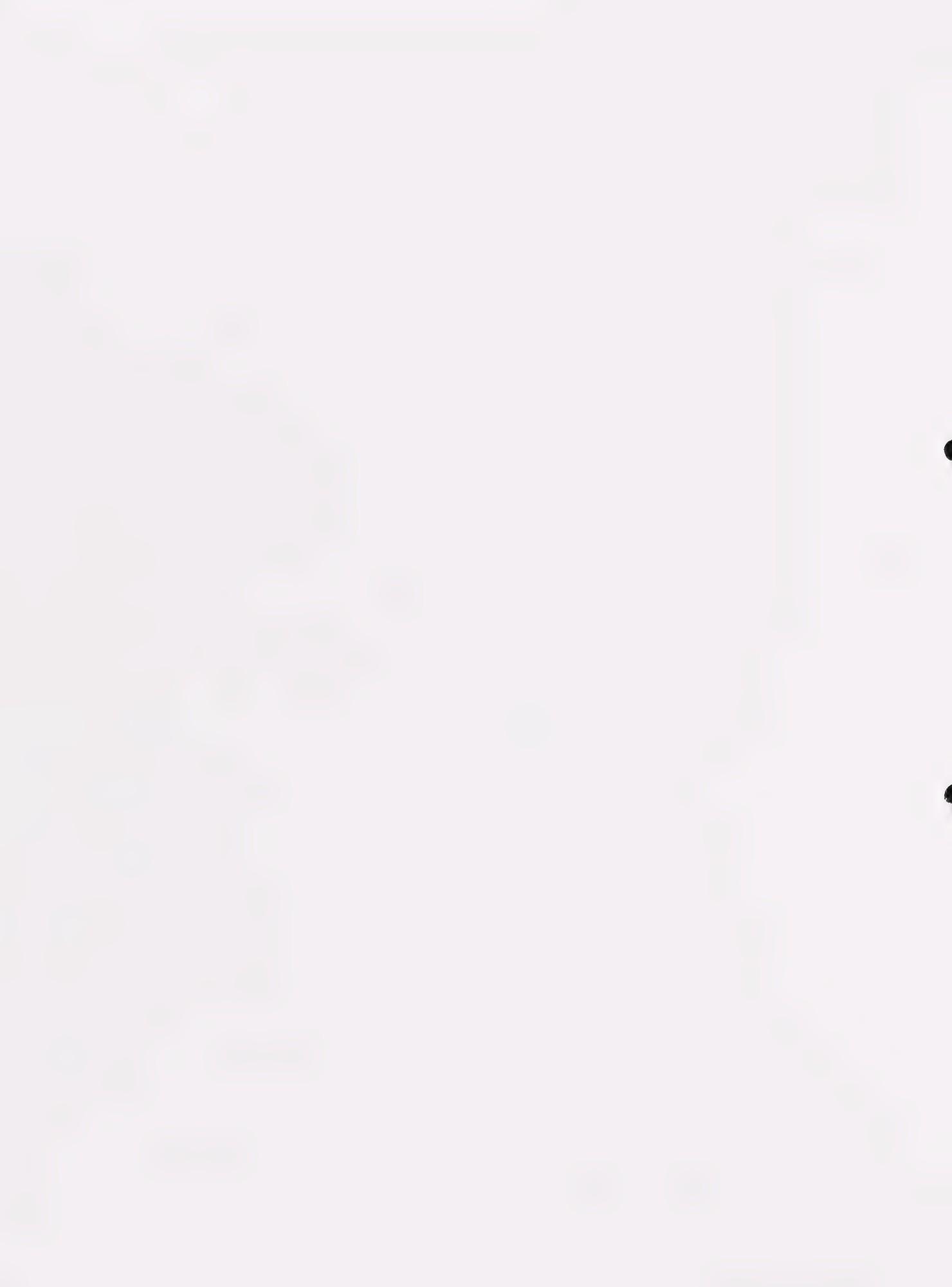
## Recommended Actions by Accountable Party

## Sheriff's Department

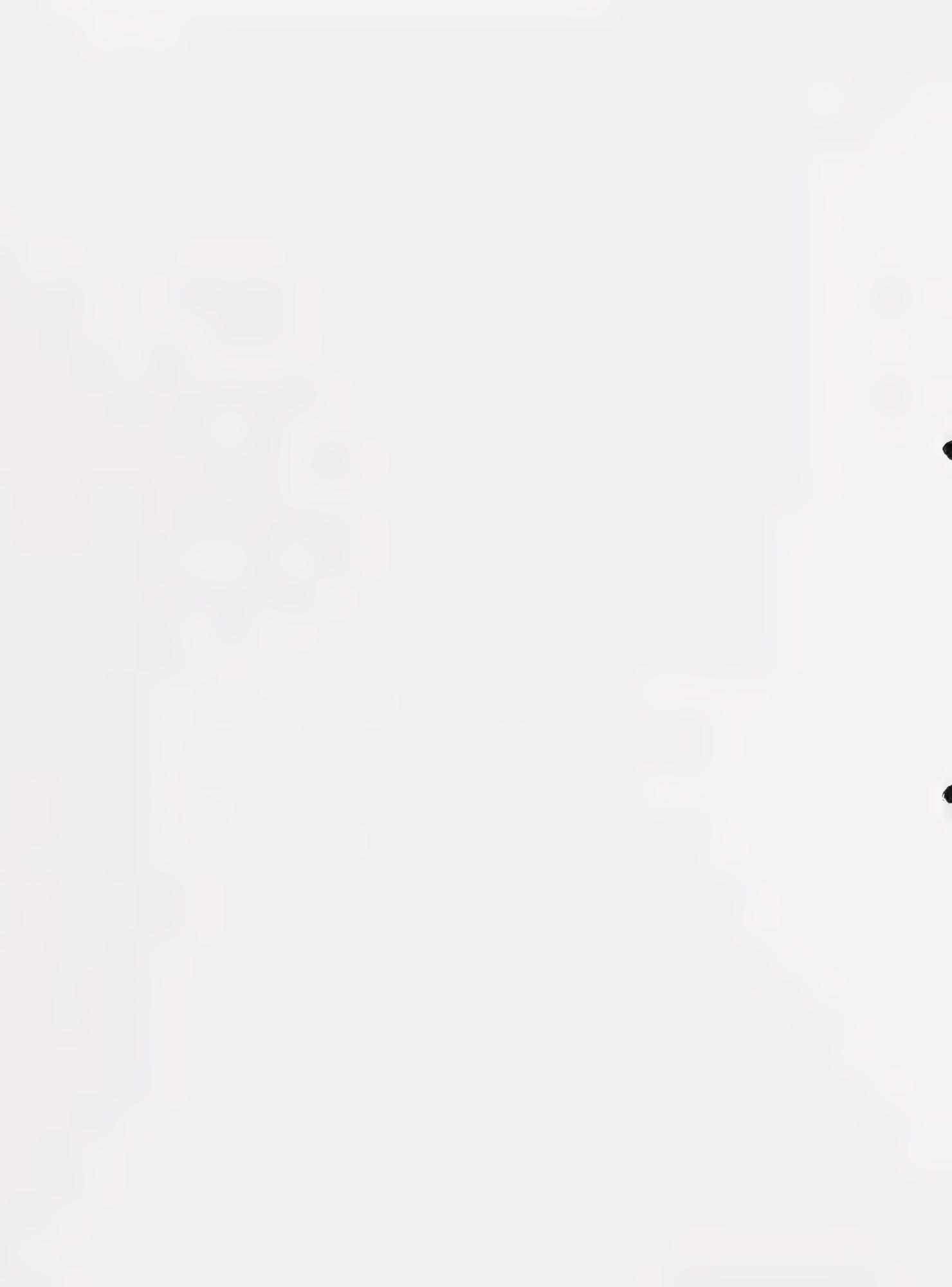
Section	Recommended Action
1C	Ongoing task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education, to insure that the system's responses to and practices regarding domestic violence are consistent with a value of zero tolerance for domestic violence.
2D	Community oriented policing, neighborhood watch and gang task force programs will be expanded to ensure a focus on family violence.
3A & 9E	Ongoing, mandatory multi-disciplinary training will be provided for all county and Law Enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as: <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>
3B	All agencies will convene and collaborate on inter-agency reviews on their effectiveness in addressing domestic violence in order to promote common understanding and problem solving, particularly in high-risk cases.
4A	Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals aren't met.



4B	A data gathering and reporting system that fills the need for meaningful performance measurement will be implemented. Statistics measuring domestic violence case volume and outcomes (see prototype, Appendix 2: National Bulletin on Domestic Violence) will be reported monthly to the DVCC and made available to the public.
4D	A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.
5A	Immediately and ongoing, law enforcement agencies will conduct a complete review of the knowledge, values and beliefs of personnel at all levels regarding domestic violence and conduct training, supervision and counseling where gaps are identified.
5B	As a part of any domestic violence contact, Patrol Officers will be directed to routinely educate, provide referrals and assist victims in protecting themselves from escalation of violence.
5C	Law Enforcement and the Human Services Department must implement a much closer and more coordinated working relationship regarding Child Protective Services (CPS/HSD).
5D	A review of training and procedures on mutual arrests will be implemented immediately and ongoing.
5E	If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.
6A	All Law Enforcement agencies, courts, District Attorney's office Staff, CPS/HSD, probation will provide clear policies and criteria on assignment of both sworn and non-sworn personnel, including: <ul style="list-style-type: none"> <li>• If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.</li> <li>• Specific referrals to certified batterers' programs must be made and followed up.</li> <li>• Extra protection must be provided for spouses, children or others who register a complaint.</li> </ul>
6B	The Courts, Law Enforcement Agencies, District Attorney and others in the system will examine their internal norms and standards re: domestic violence and correct any deficiencies, as needed.
9B	There needs to be a much more comprehensive protocol covering referrals between Law Enforcement and Child Protective Services.
9D	Victims will be provided an accurate picture of what's happened and what lies ahead at each point of contact with the investigation and prosecutorial process (24-hour availability of information is needed).

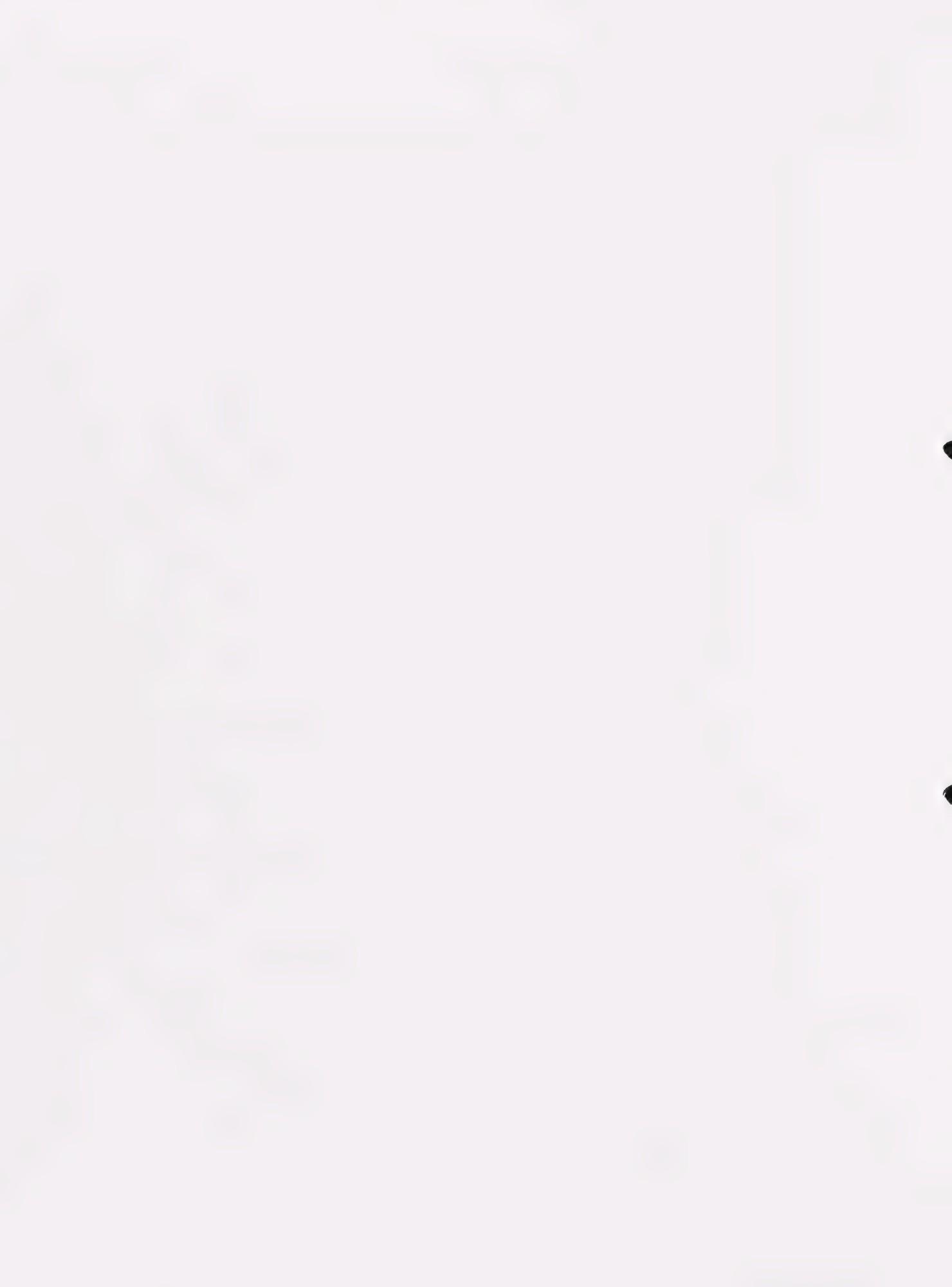


10A	Establish standardized data collection for improved analysis of system performance and trends.
10C	Successful disposition of a case must include: <ul style="list-style-type: none"><li>• All victims of domestic violence will be notified prior to release of a batterer.</li><li>• All victims are educated re: options, recommendations and consequences of threatening actions by the batterer.</li><li>• A plan for coordinated support by agencies and a community of support.</li></ul>
10E	Multi-disciplinary task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education. This may require changes in laws pertaining to confidentiality.
11A	Law Enforcement Agencies will put a much greater emphasis on their role in violence prevention and intervention, including using every contact as an opportunity for education and referral. This also includes expanded follow-up contact with victims.
12A	Certified translators will be provided in the courts and at all points of contact with the system. In the provision of translation services, there will be documentation of the translator by name, and identification of all services provided.
12B	Certification of translators will include assurance of culture and gender compatibility.

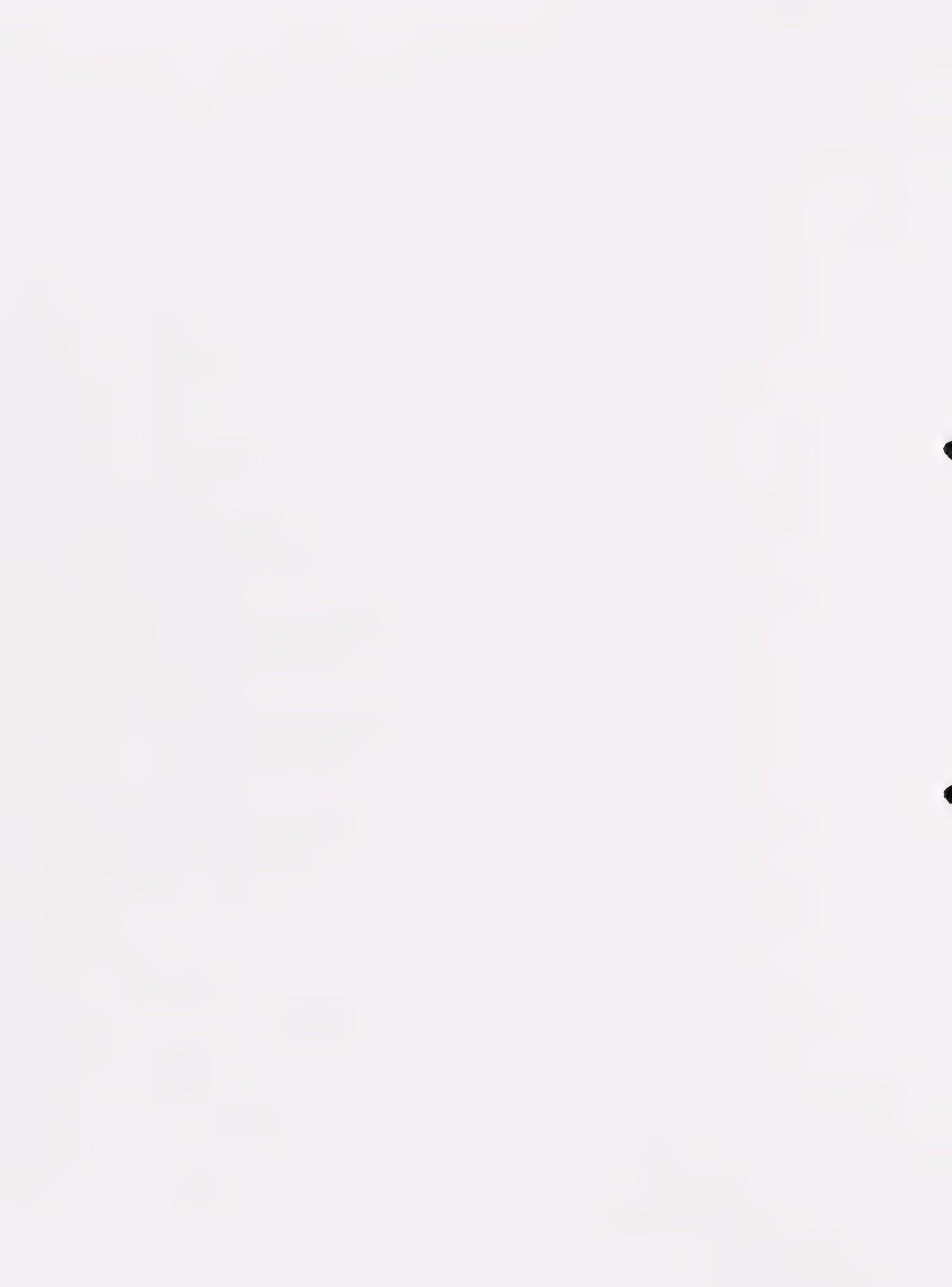


## District Attorney

Section	Recommended Action
1C	Ongoing task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education, to insure that the system's responses to and practices regarding domestic violence are consistent with a value of zero tolerance for domestic violence.
2E	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will ensure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
3A & 9E	<p>Ongoing, mandatory multi-disciplinary training will be provided for all county and Law Enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as:</p> <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>
3B	All agencies will convene and collaborate on inter-agency reviews on their effectiveness in addressing domestic violence in order to promote common understanding and problem solving, particularly in high-risk cases.
4A	Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals aren't met.
4B	A data gathering and reporting system that fills the need for meaningful performance measurement will be implemented. Statistics measuring domestic violence case volume and outcomes (see prototype, Appendix 2: National Bulletin on Domestic Violence) will be reported monthly to the DVCC and made available to the public.



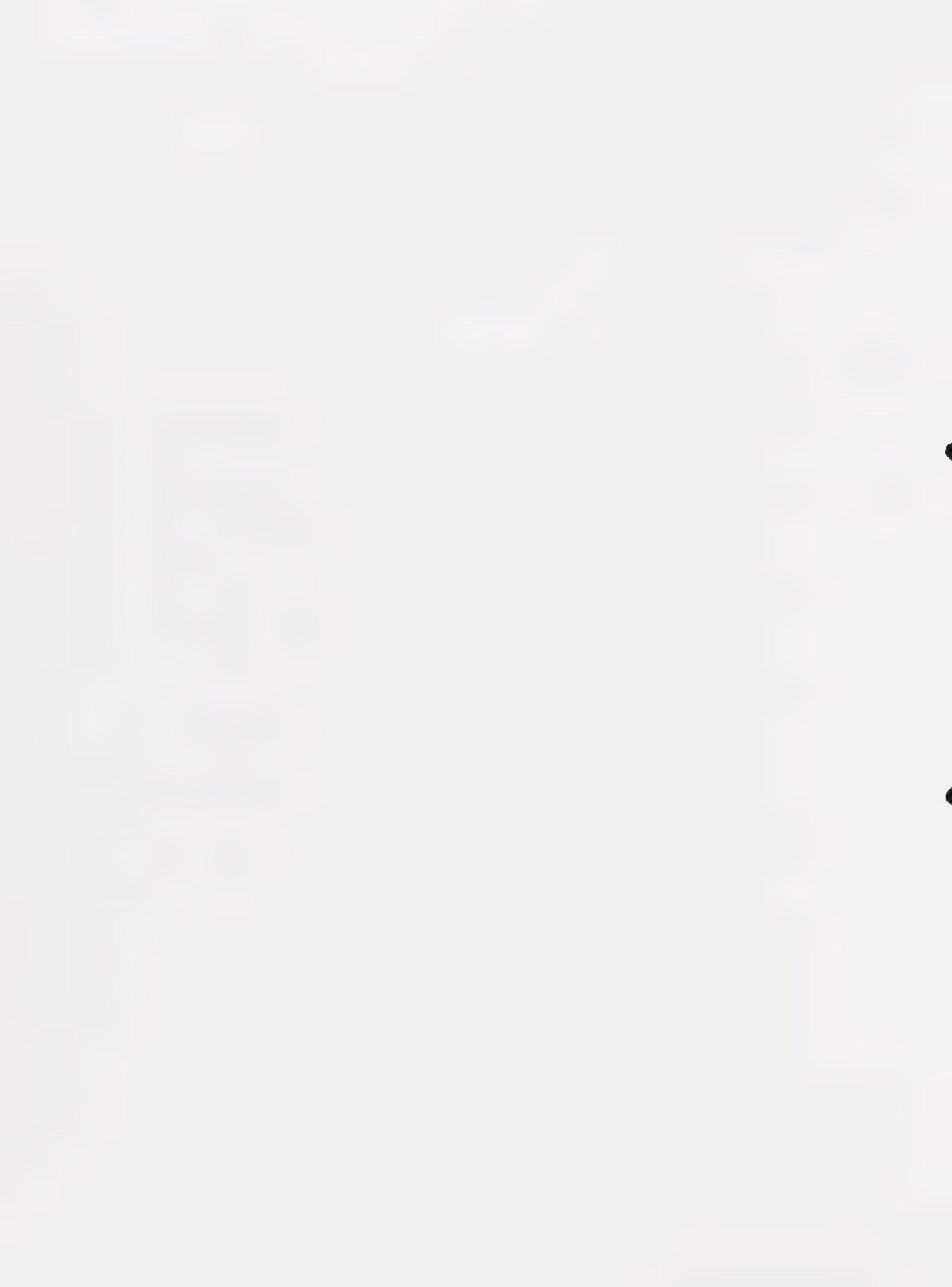
4D	A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.
5D	A review of training and procedures on mutual arrests will be implemented immediately and ongoing.
5E	If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.
6A	All Law Enforcement Agencies, Courts, District Attorney's Office Staff, CPS/HSD, probation will provide clear policies and criteria on assignment of both sworn and non-sworn personnel, including: <ul style="list-style-type: none"> <li>• If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.</li> <li>• Specific referrals to certified batterers' programs must be made and followed up.</li> <li>• Extra protection must be provided for spouses, children or others who register a complaint.</li> </ul>
6B	The Courts, Law Enforcement Agencies, District Attorney and others in the system will examine their internal norms and standards re: domestic violence and correct any deficiencies, as needed.
8C	Filing of a no contact order will be mandated in all criminal domestic violence cases, even when the perpetrator is in custody or the victim lives with or intends to continue living with the perpetrator.
9C	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will insure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
9D	Victims will be provided an accurate picture of what's happened and what lies ahead at each point of contact with the investigation and prosecutorial process (24-hour availability of information is needed).
10C	Successful disposition of a case must include: <ul style="list-style-type: none"> <li>• All victims of domestic violence will be notified prior to release of a batterer.</li> <li>• All victims are educated re: options, recommendations and consequences of threatening actions by the batterer.</li> <li>• A plan for coordinated support by agencies and a community of support.</li> </ul>
10E	Multi-disciplinary task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education. This may require changes in laws pertaining to confidentiality.
10G	In all domestic violence criminal cases, the District Attorney's Office will file for a stay away order.



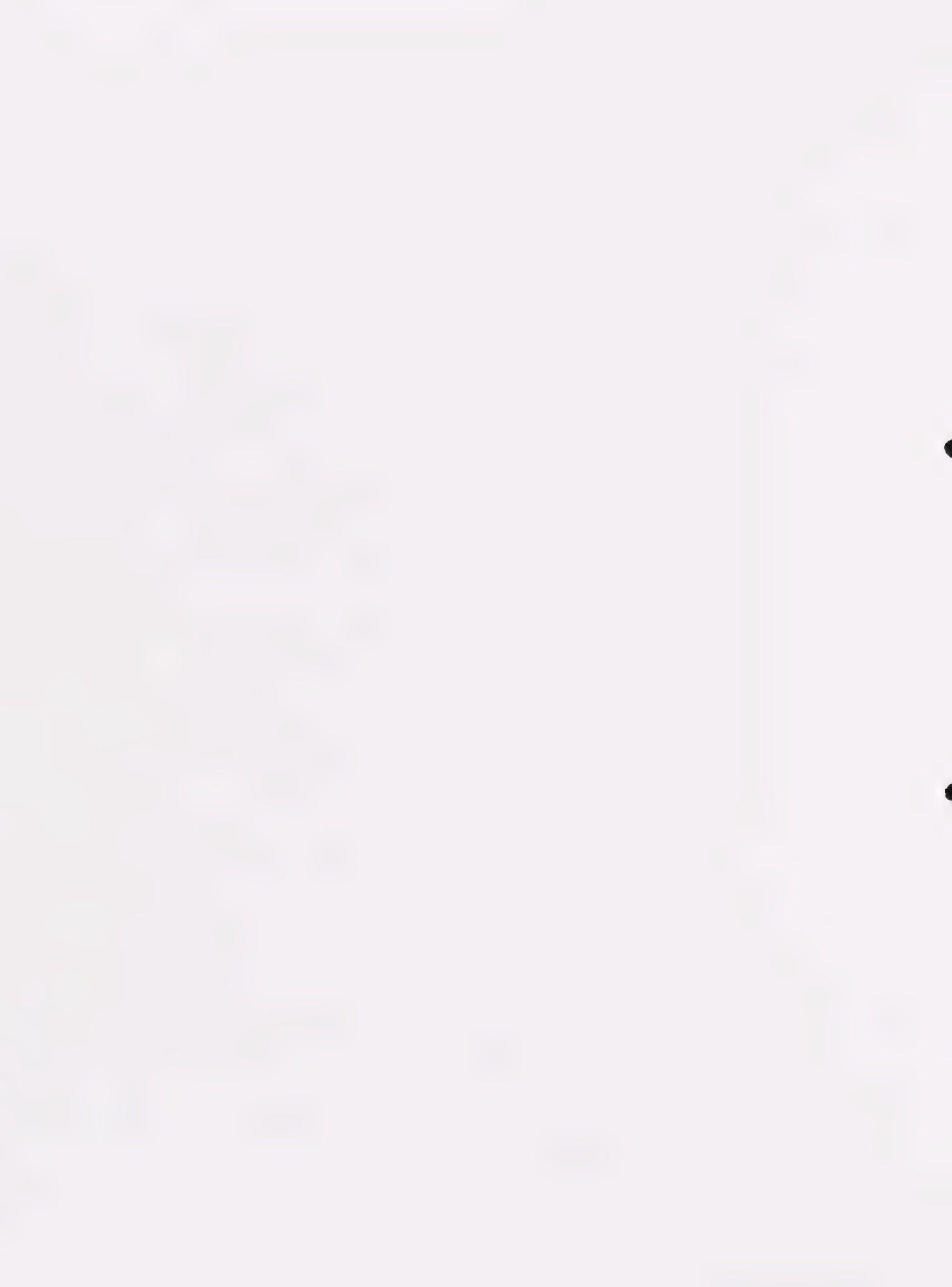
10I	Given sufficient evidence, cases will be built and prosecuted independent of victim participation.
12A	Certified translators will be provided in the courts and at all points of contact with the system. In the provision of translation services, there will be documentation of the translator by name, and identification of all services provided.
12B	Certification of translators will include assurance of culture and gender compatibility.

### Courts

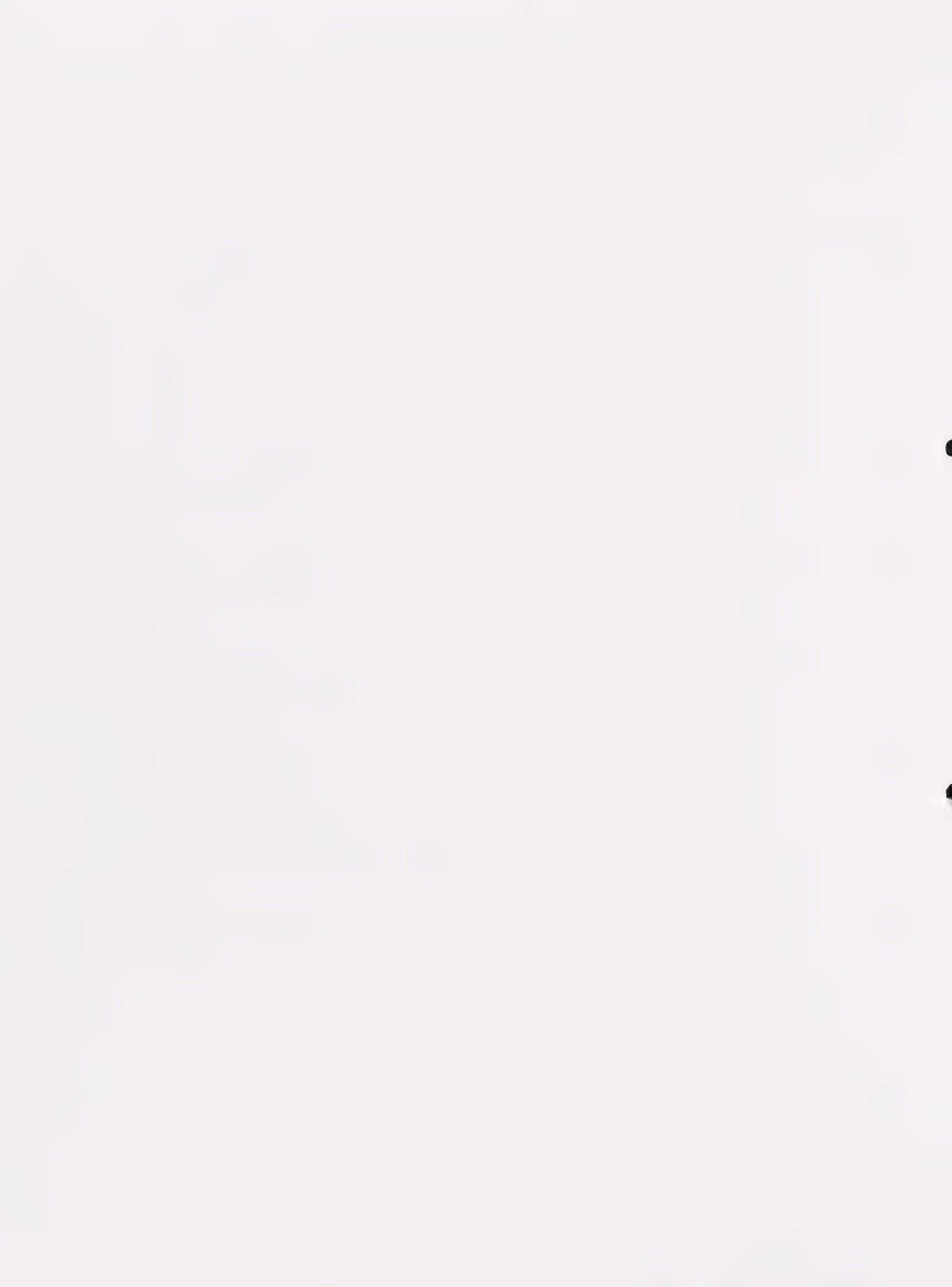
Section	Recommended Action
1C	Ongoing task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education, to insure that the system's responses to and practices regarding domestic violence are consistent with a value of zero tolerance for domestic violence.
2E	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will ensure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
2G	The bench will take the stance that domestic violence is a community issue, i.e., this is the state of California versus the abuser, not just a personal issue, and the courts actions will reflect this position in how they operate.
3A & 9E	<p>Ongoing, mandatory multi-disciplinary training will be provided for all county and Law Enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as:</p> <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>



3B	All agencies will convene and collaborate on inter-agency reviews on their effectiveness in addressing domestic violence in order to promote common understanding and problem solving, particularly in high-risk cases.
4A	Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals aren't met.
4B	A data gathering and reporting system that fills the need for meaningful performance measurement will be implemented. Statistics measuring domestic violence case volume and outcomes (see prototype, Appendix 2: National Bulletin on Domestic Violence) will be reported monthly to the DVCC and made available to the public.
4C	The Domestic Violence Coordinating Council (DVCC) will have appropriate staffing and authorization to oversee and review the system's performance. By February 1, 1997 the Sheriff's Dept., Courts, District Attorney, other Law Enforcement Agencies, Probation, CPS/HSD and other service providers, as needed, will present to the DVCC plans for implementing the actions recommended in this report. By December 1, 1997, and at least annually thereafter, the DVCC will hold hearing and report on progress of such implementation.
4D	A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.
6A	All Law Enforcement Agencies, Courts, District Attorney's Office Staff, CPS/HSD, probation will provide clear policies and criteria on assignment of both sworn and non-sworn personnel, including: <ul style="list-style-type: none"> <li>• If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.</li> <li>• Specific referrals to certified batterers' programs must be made and followed up.</li> <li>• Extra protection must be provided for spouses, children or others who register a complaint.</li> </ul>
6B	The Courts, Law Enforcement Agencies, District Attorney and others in the system will examine their internal norms and standards re: domestic violence and correct any deficiencies, as needed.
8A	Develop and circulate an easily understandable matrix explaining the variety of restraining orders available to the public. (see Appendix #3)

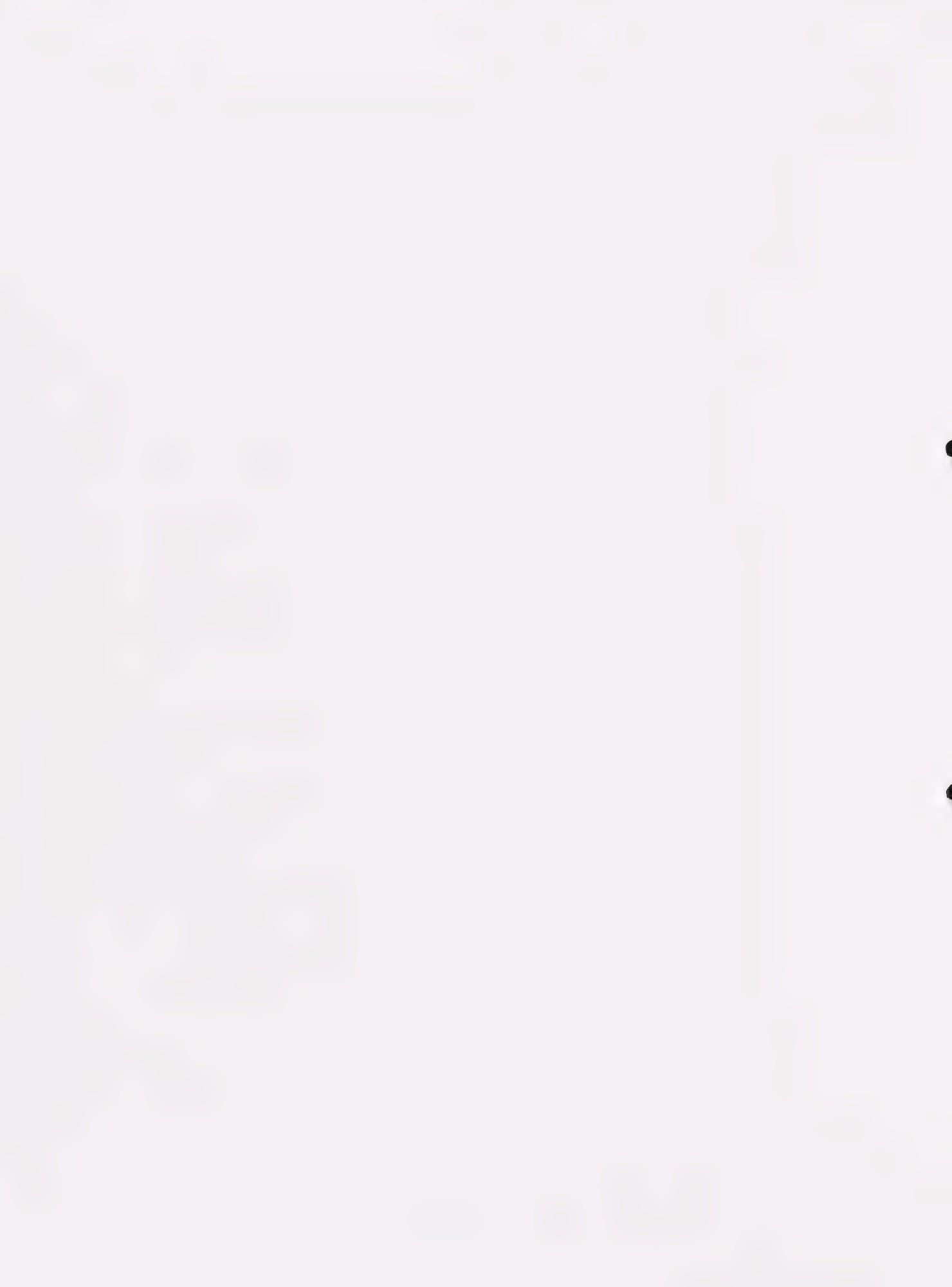


8B	Maintain support for the Santa Rosa TRO Clinic and set up Mobile TRO clinics in order to serve geographic areas outside Santa Rosa, using judges or a judge pro tempore, and coordinated with other service agencies and Law Enforcement.
8C	Filing of a no contact order will be mandated in all criminal domestic violence cases, even when the perpetrator is in custody or the victim lives with or intends to continue living with the perpetrator.
8E	All TRO information and forms will be provided in Spanish.
8F	Use of volunteers to accompany people involved in TRO or criminal proceedings will be expanded and institutionalized.
9C	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will insure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
10A	Establish standardized data collection for improved analysis of system performance and trends.
10H	The bench will take the stance that domestic violence is a community issue, i.e., this is the State of California versus the abuser, not just a personal issue, and the courts actions will reflect this position in how they operate.
10J	The courts will actively explore ways to organize their calendars to minimize fragmentation across different kinds of cases, including working towards establishing a one file, one family approach to file management.
11E	Expand victim's and children's counseling programs, including individual and group counseling and play therapy for young children. Provide these services in geographically diverse locations.
12A	Certified translators will be provided in the courts and at all points of contact with the system. In the provision of translation services, there will be documentation of the translator by name, and identification of all services provided.
12B	Certification of translators will include assurance of culture and gender compatibility.
12D	All legal and educational forms and materials will be provided in languages prevalent within the county.

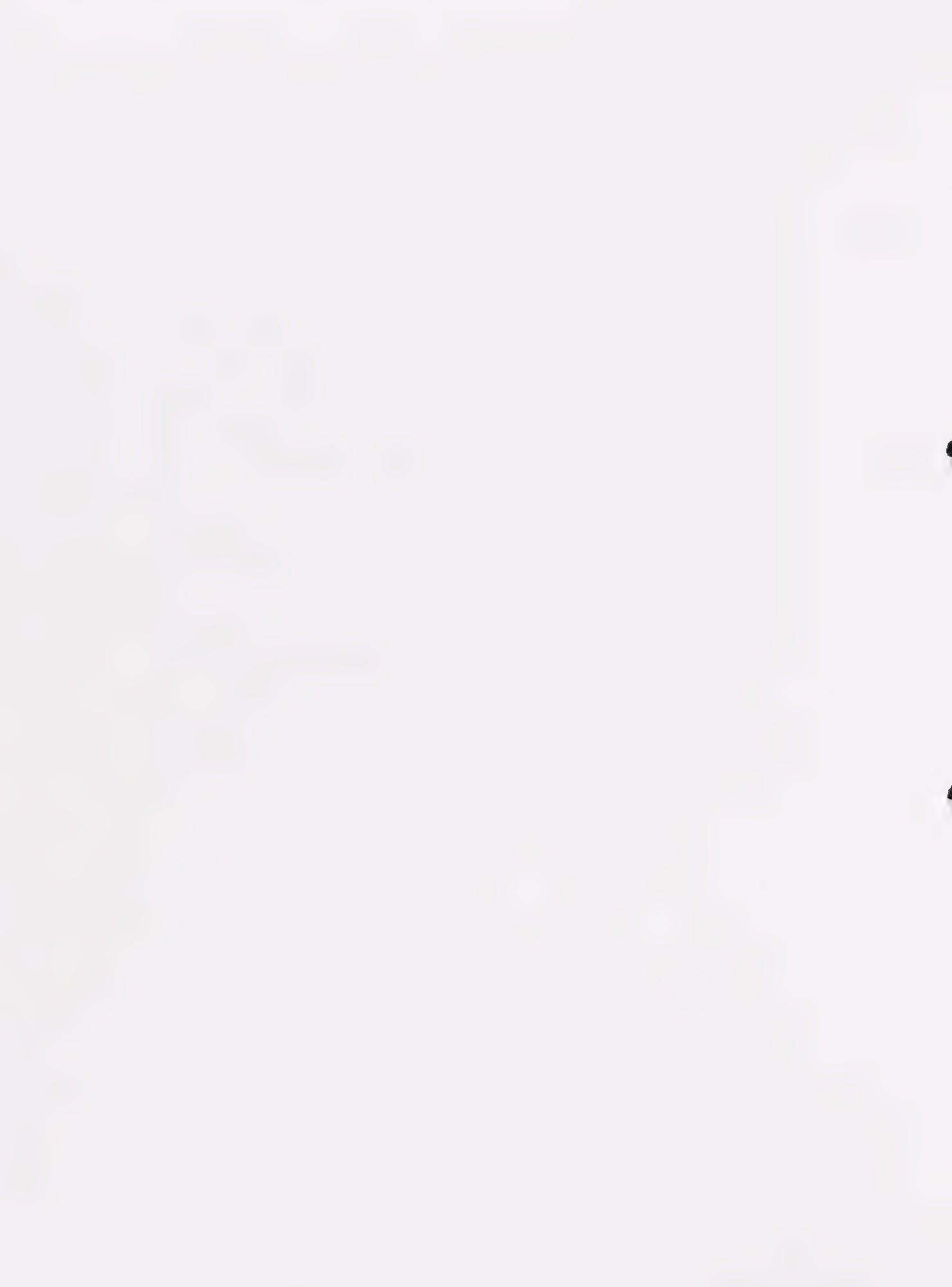


## CPS/HSD

Section	Recommended Action
3A & 9E	<p>Ongoing, mandatory multi-disciplinary training will be provided for all county and Law Enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as:</p> <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>
3B	All agencies will convene and collaborate on inter-agency reviews on their effectiveness in addressing domestic violence in order to promote common understanding and problem solving, particularly in high-risk cases.
4A	Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals aren't met.
4D	A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.
5C	Law Enforcement and the Human Services Department must implement a much closer and more coordinated working relationship regarding Child Protective Services (CPS/HSD).
6A	<p>All Law Enforcement Agencies, Courts, District Attorney's Office Staff, CPS/HSD, probation will provide clear policies and criteria on assignment of both sworn and non-sworn personnel, including:</p> <ul style="list-style-type: none"> <li>• If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.</li> <li>• Specific referrals to certified batterers' programs must be made and followed up.</li> <li>• Extra protection must be provided for spouses, children or others who register a complaint.</li> </ul>

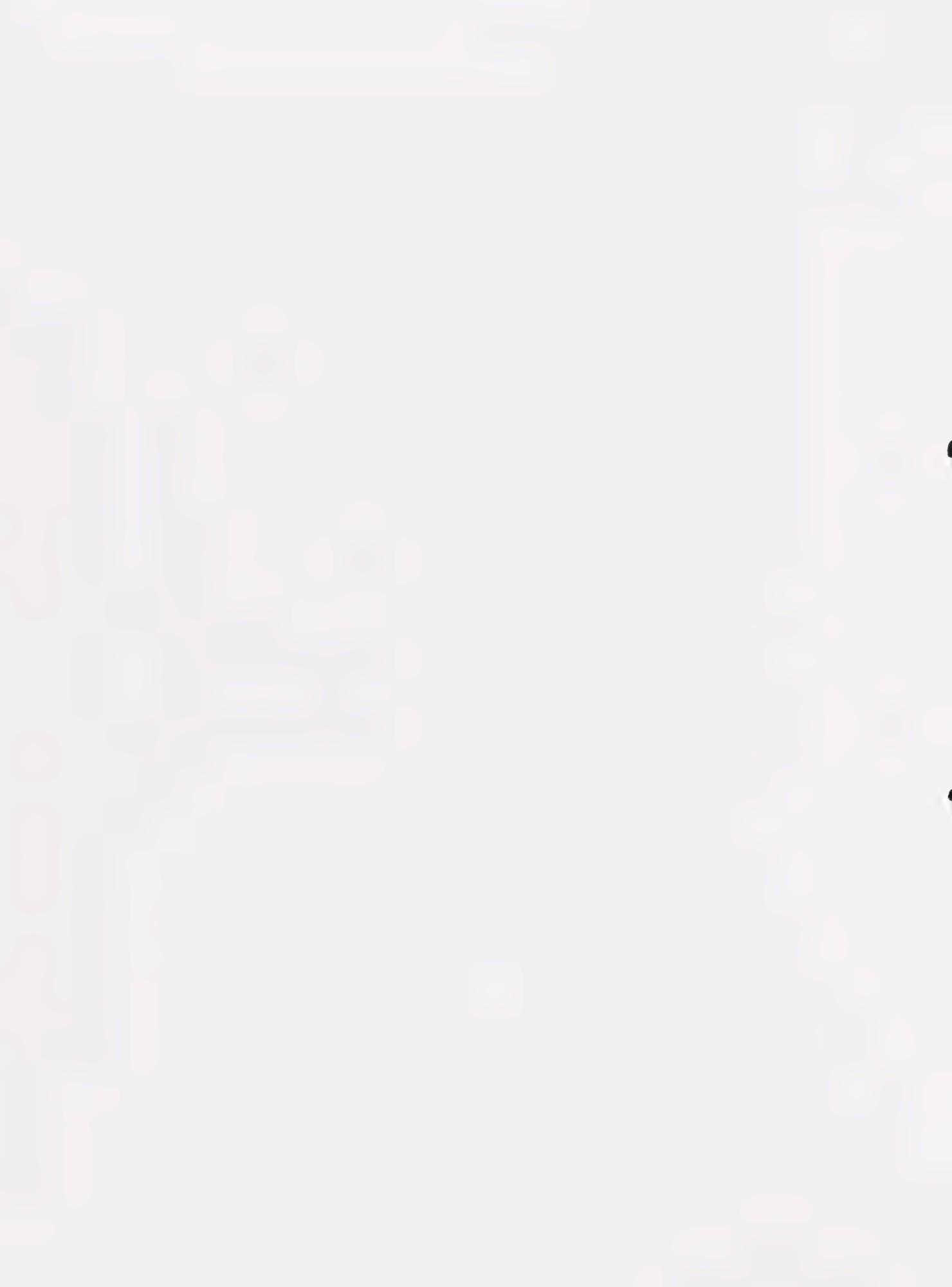


6B	The Courts, Law Enforcement Agencies, District Attorney and others in the system will examine their internal norms and standards re: domestic violence and correct any deficiencies, as needed.
7A	Law enforcement protocols will include contact and ongoing coordination with CPS/HSD in all domestic violence incidents where children are present, regardless of whether there is evidence of "physical" harm to the children.
7B	CPS/HSD protocols will include screening and contact and ongoing coordination between Law Enforcement Agencies and other agencies where there is an indication of domestic violence.
7C	Mechanisms will be developed to allow agencies working with victims of domestic violence or child abuse to communicate and coordinate services to insure safety of families.
7E	In all domestic violence or child abuse matters, safety of family members will have a higher priority than confidentiality.
9B	There needs to be a much more comprehensive protocol covering referrals between Law Enforcement and Child Protective Services.
11B	CPS/HSD will establish an intermediate intervention between "family maintenance" and "removal of children" to provide more intensive supervision where a threat of domestic violence is at issue.
11E	Expand victim's and children's counseling programs, including individual and group counseling and play therapy for young children. Provide these services in geographically diverse locations.
12C	Increased sources of Spanish-speaking counseling services will be identified.



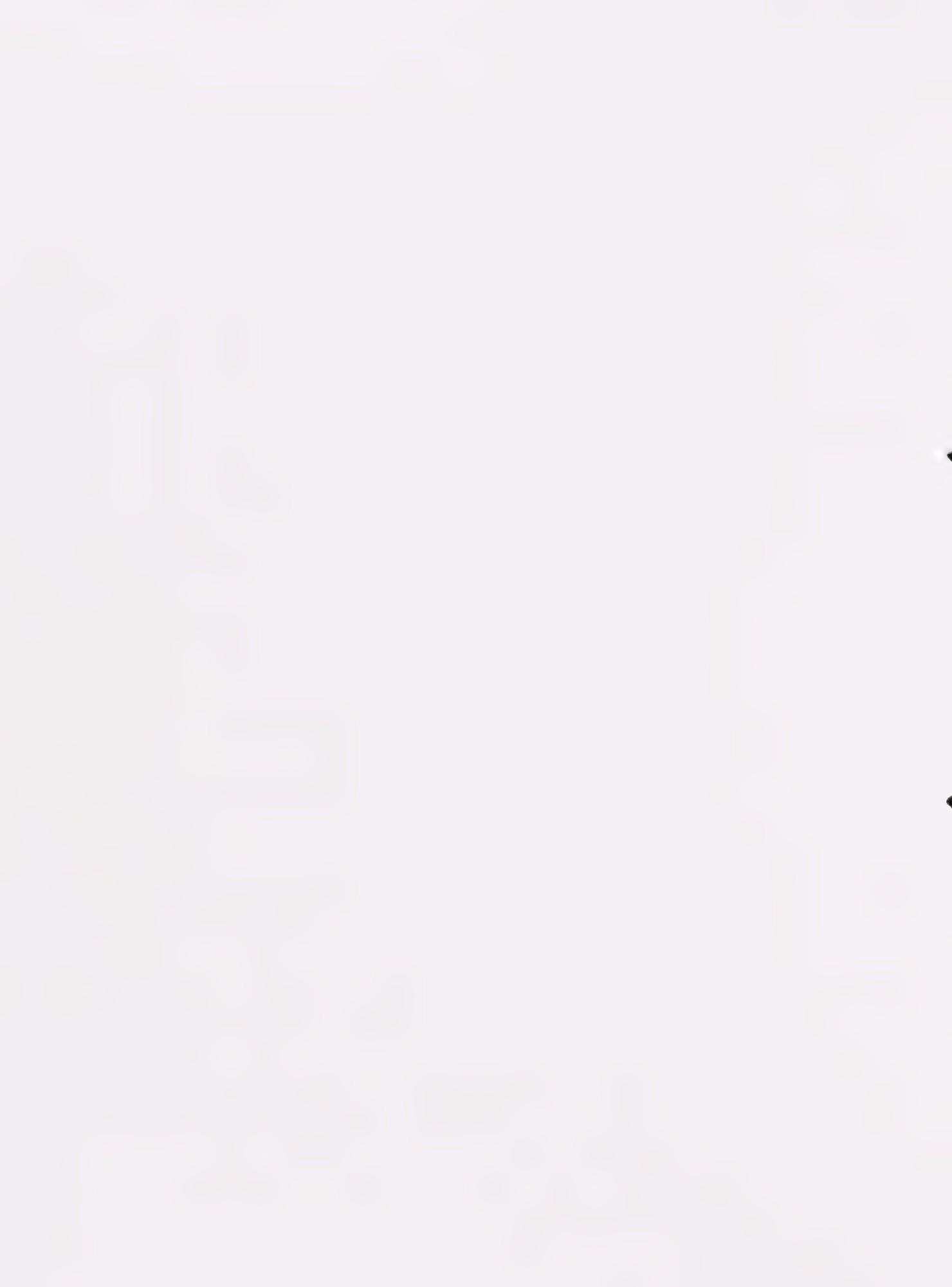
## Probation

Section	Recommended Action
4A	Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals aren't met.
4B	A data gathering and reporting system that fills the need for meaningful performance measurement will be implemented. Statistics measuring domestic violence case volume and outcomes (see prototype, Appendix 2: National Bulletin on Domestic Violence) will be reported monthly to the DVCC and made available to the public.
4D	A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.
10C	Successful disposition of a case must include: <ul style="list-style-type: none"> <li>• All victims of domestic violence will be notified prior to release of a batterer.</li> <li>• All victims are educated re: options, recommendations and consequences of threatening actions by the batterer.</li> <li>• A plan for coordinated support by agencies and a community of support.</li> </ul>
11G	Expand batterers' programming, including individual and group education and counseling for identified offenders, for perpetrators who self identify and to those in custody. Provide these services in geographically diverse locations.
12C	Increased sources of Spanish-speaking counseling services will be identified.

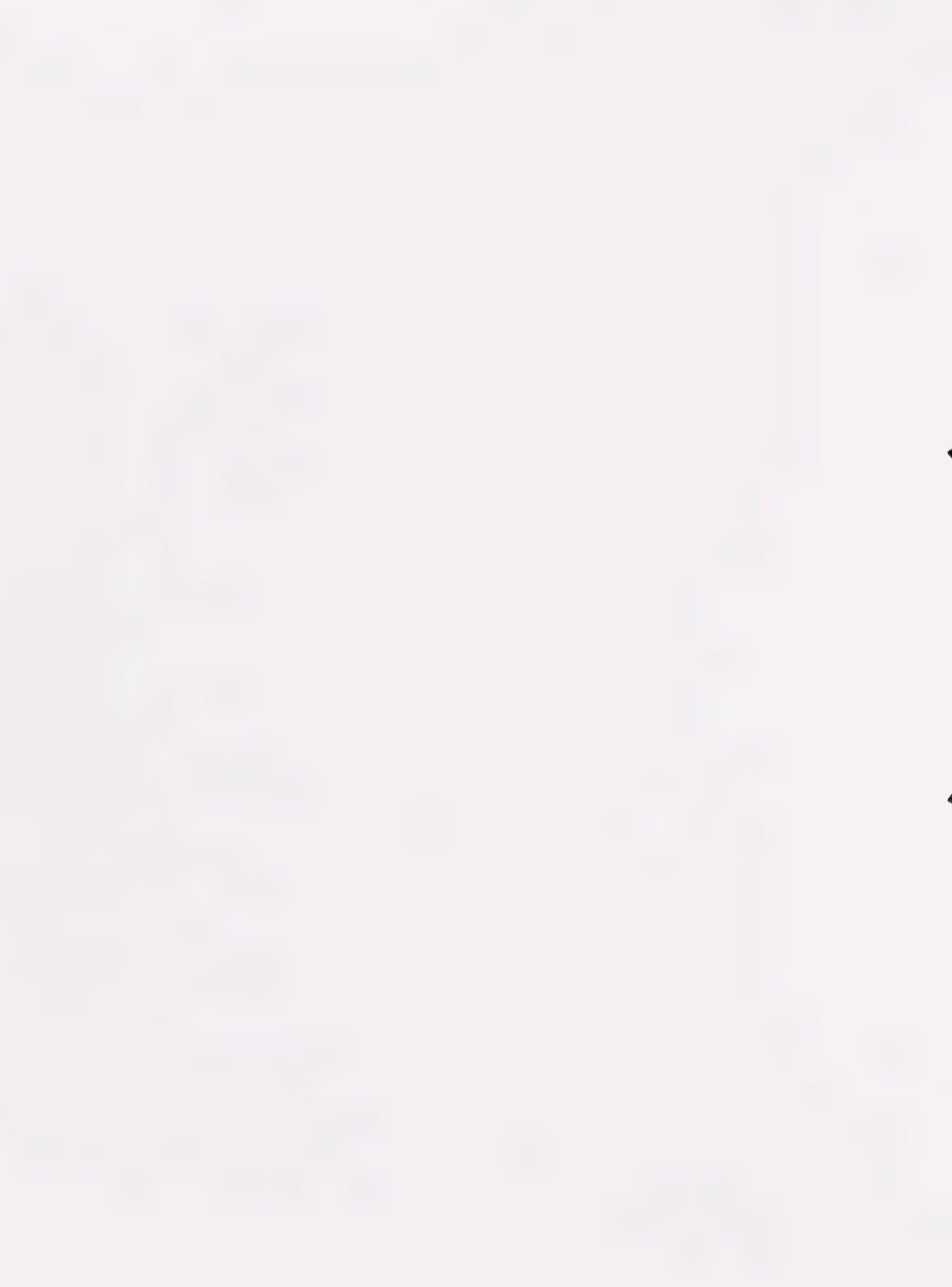


## Other Law Enforcement Agencies

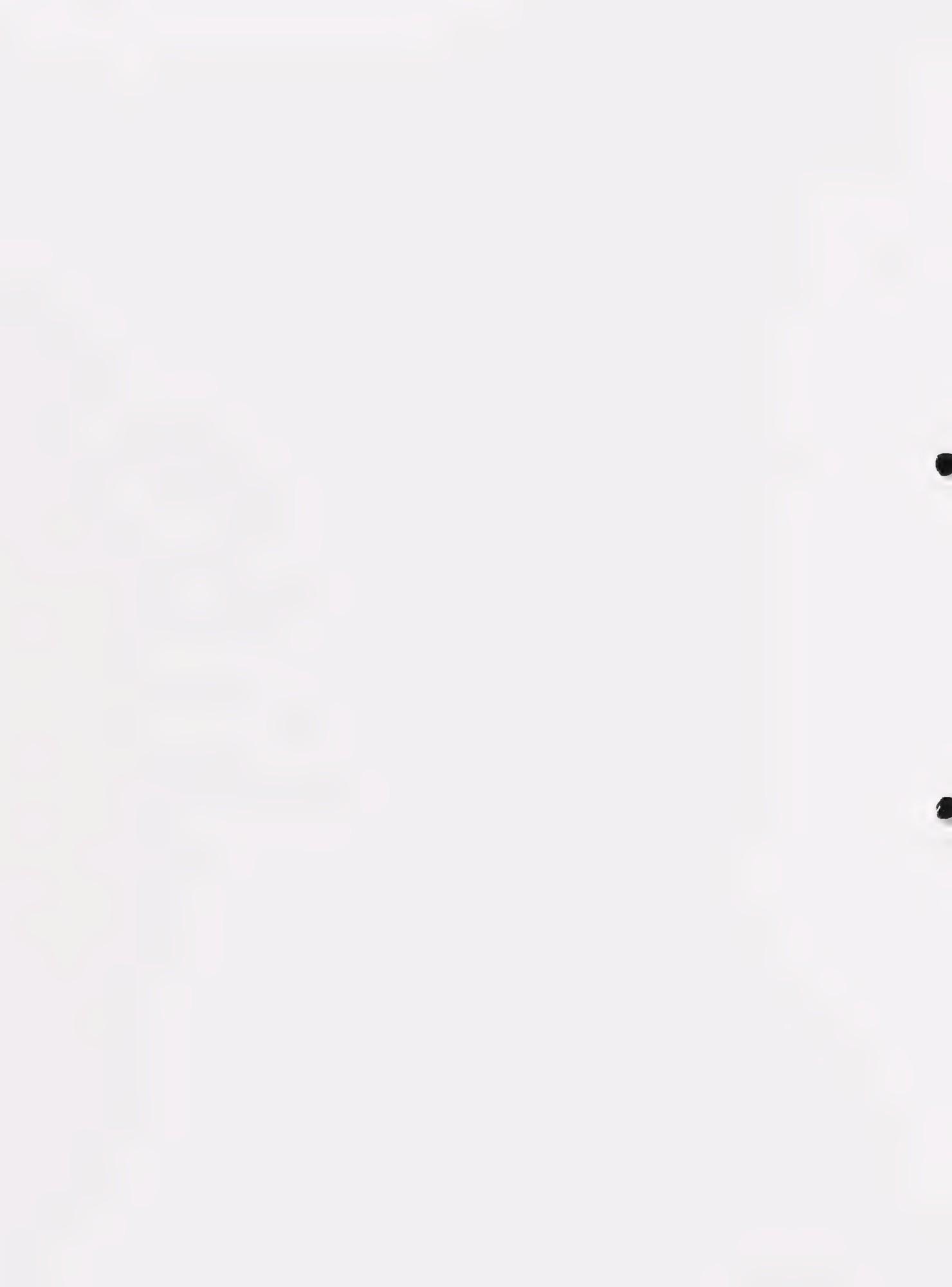
Section	Recommended Action
1C	Ongoing task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education, to insure that the system's responses to and practices regarding domestic violence are consistent with a value of zero tolerance for domestic violence.
2D	Community oriented policing, neighborhood watch and gang task force programs will be expanded to ensure a focus on family violence.
2E	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will ensure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
3A & 9E	<p>Ongoing, mandatory multi-disciplinary training will be provided for all county and Law Enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as:</p> <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>
3B	All agencies will convene and collaborate on inter-agency reviews on their effectiveness in addressing domestic violence in order to promote common understanding and problem solving, particularly in high-risk cases.
4A	Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals aren't met.
4B	A data gathering and reporting system that fills the need for meaningful performance measurement will be implemented. Statistics measuring domestic violence case volume and outcomes (see prototype, Appendix 2: National Bulletin on Domestic Violence) will be reported monthly to the DVCC and made available to the public.



4D	A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.
5A	Immediately and ongoing, Law Enforcement agencies will conduct a complete review of the knowledge, values and beliefs of personnel at all levels regarding domestic violence and conduct training, supervision and counseling where gaps are identified.
5B	As a part of any domestic violence contact, Patrol Officers will be directed to routinely educate, provide referrals and assist victims in protecting themselves escalation of violence.
5C	Law Enforcement and the Human Services Department must implement a much closer and more coordinated working relationship regarding Child Protective Services (CPS/HSD).
5E	If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.
6A	All Law Enforcement Agencies, Courts, District Attorney's Office Staff, CPS/HSD, probation will provide clear policies and criteria on assignment of both sworn and non-sworn personnel, including: <ul style="list-style-type: none"> <li>• If there is any personal involvement in domestic violence there will be no involvement in domestic violence case work.</li> <li>• Specific referrals to certified batterers' programs must be made and followed up.</li> <li>• Extra protection must be provided for spouses, children or others who register a complaint.</li> </ul>
6B	The Courts, Law Enforcement Agencies, District Attorney and others in the system will examine their internal norms and standards re: domestic violence and correct any deficiencies, as needed.
7A	Law enforcement protocols will include contact and ongoing coordination with CPS/HSD in all domestic violence incidents where children are present, regardless of whether there is evidence of "physical" harm to the children.
7B	CPS/HSD protocols will include screening and contact and ongoing coordination between Law Enforcement Agencies and other agencies where there is an indication of domestic violence.
7C	Mechanisms will be developed to allow agencies working with victims of domestic violence or child abuse to communicate and coordinate services to insure safety of families.
7E	In all domestic violence or child abuse matters, safety of family members will have a higher priority than confidentiality.
9B	There needs to be a much more comprehensive protocol covering referrals between Law Enforcement and Child Protective Services.

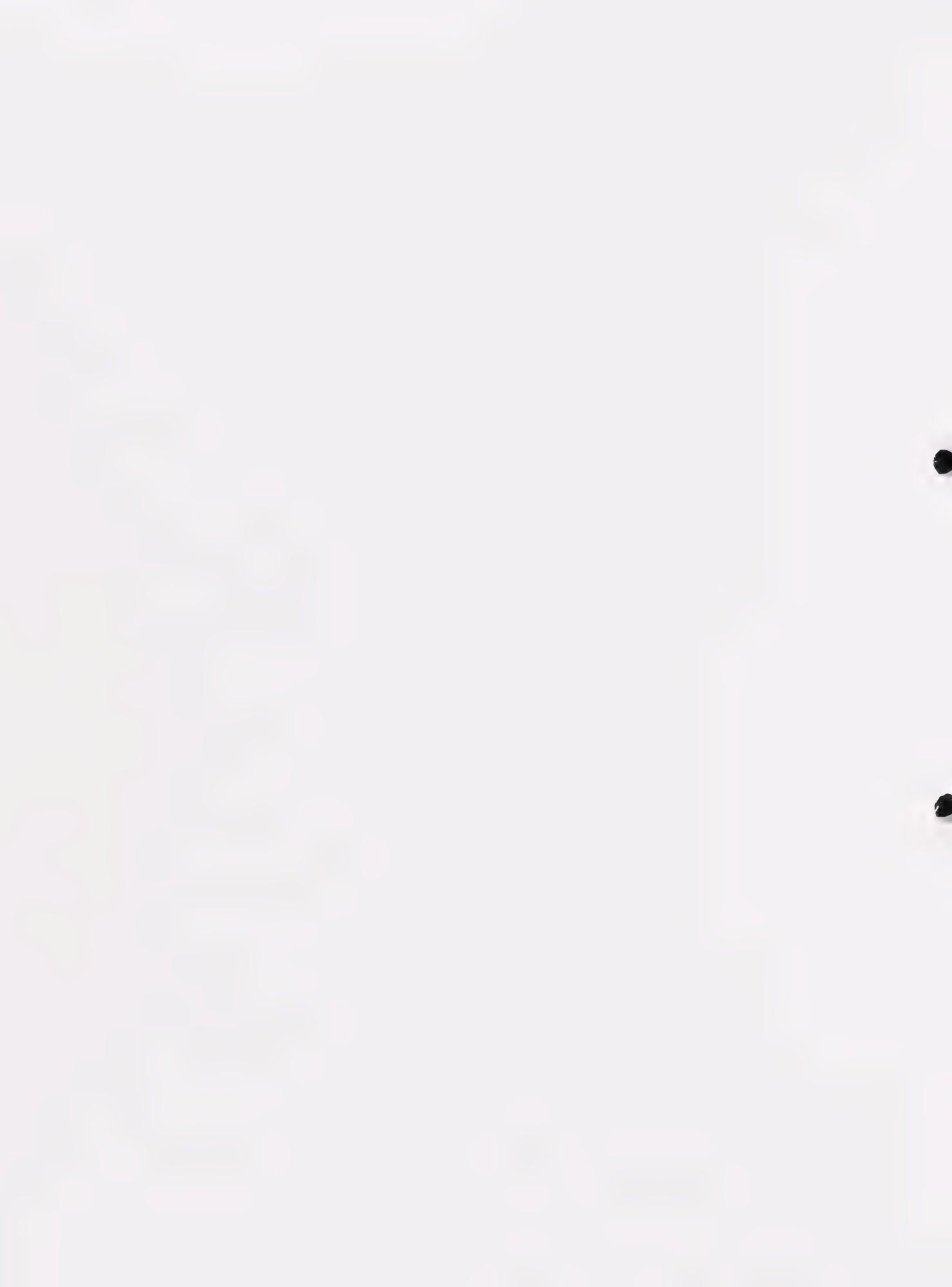


9C	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will insure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
9D	Victims will be provided an accurate picture of what's happened and what lies ahead at each point of contact with the investigation and prosecutorial process (24-hour availability of information is needed).
10A	Establish standardized data collection for improved analysis of system performance and trends.
10C	Successful disposition of a case must include: <ul style="list-style-type: none"> <li>• All victims of domestic violence will be notified prior to release of a batterer.</li> <li>• All victims are educated re: options, recommendations and consequences of threatening actions by the batterer.</li> <li>• A plan for coordinated support by agencies and a community of support.</li> </ul>
10E	Multi-disciplinary task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education. This may require changes in laws pertaining to confidentiality.
11A	Law Enforcement Agencies will put a much greater emphasis on their role in violence prevention and intervention, including using every contact as an opportunity for education and referral. This also includes expanded follow-up contact with victims.
12A	Certified translators will be provided in the courts and at all points of contact with the system. In the provision of translation services, there will be documentation of the translator by name, and identification of all services provided.
12B	Certification of translators will include assurance of culture and gender compatibility.

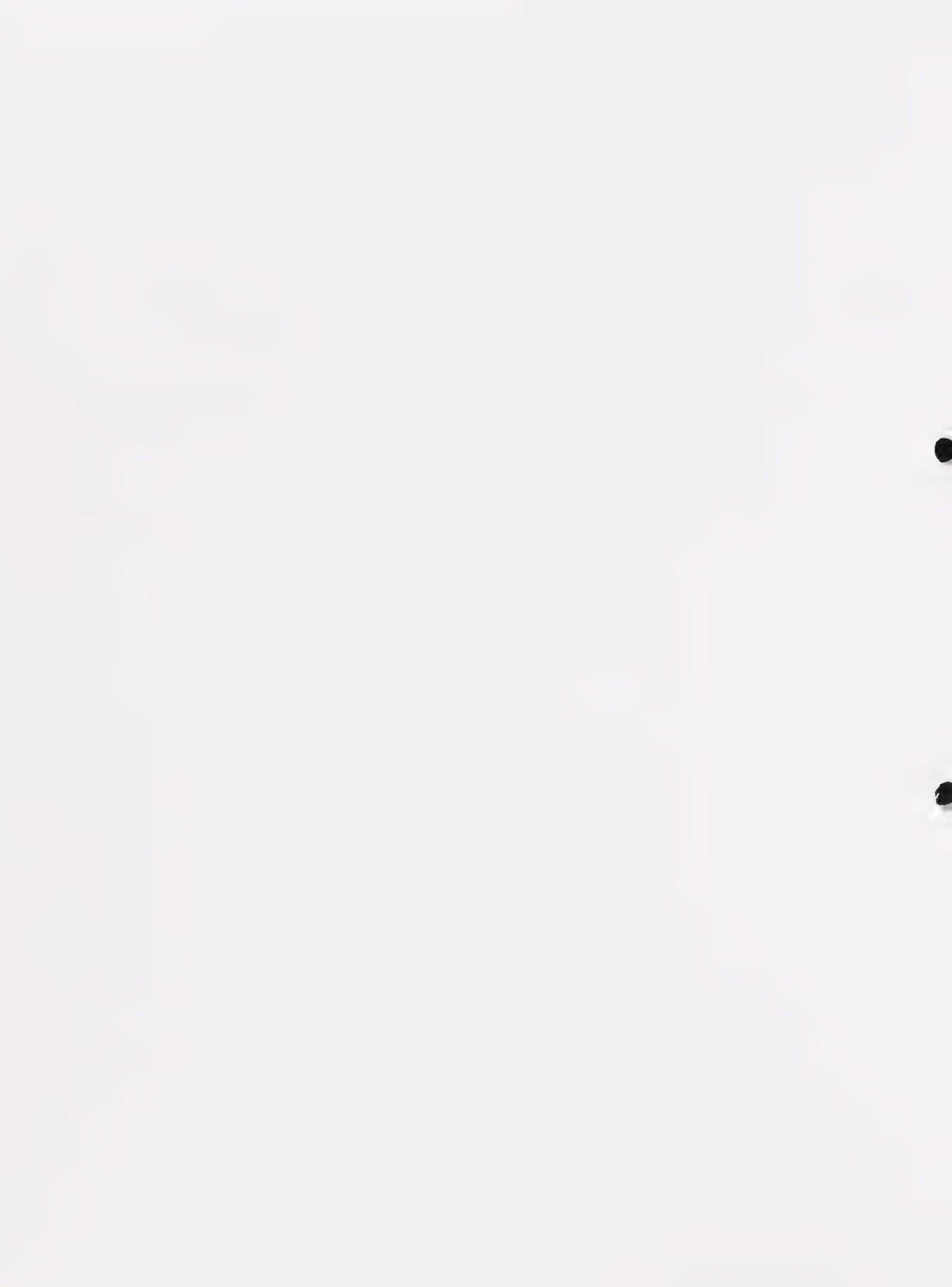


## Other Service Providers & Organizations

Section	Recommended Action
1C	Ongoing task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education, to insure that the system's responses to and practices regarding domestic violence are consistent with a value of zero tolerance for domestic violence.
2B	A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to change regarding all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education and assist with literature and participate in making a difference.
3A & 9E	Ongoing, mandatory multi-disciplinary training will be provided for all county and Law Enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as: <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>
3B	All agencies will convene and collaborate on inter-agency reviews on their effectiveness in addressing domestic violence in order to promote common understanding and problem solving, particularly in high-risk cases.
4A	Each entity within the system will identify a point of accountability, specific goals and appropriate measures of performance, and a mechanism for initiating corrective action when performance goals aren't met.

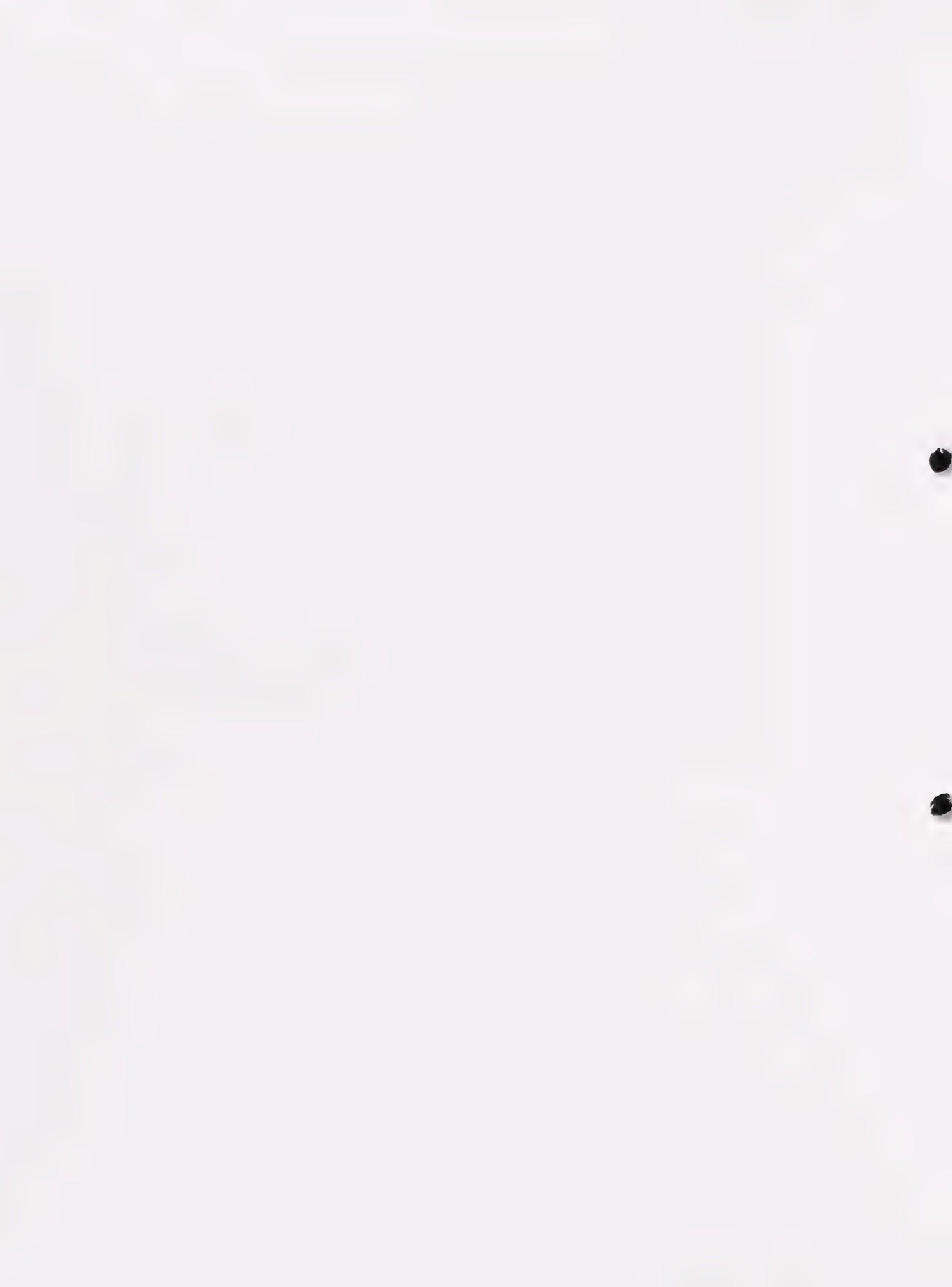


4D	A mechanism will be established that allows victims and advocates to raise questions or concerns on the handling of individual cases and for cases to receive a formal review that results in corrective action, as needed.
10C	Successful disposition of a case must include: <ul style="list-style-type: none"><li>• All victims of domestic violence will be notified prior to release of a batterer.</li><li>• All victims are educated re: options, recommendations and consequences of threatening actions by the batterer.</li><li>• A plan for coordinated support by agencies and a community of support.</li></ul>
10E	Multi-disciplinary task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education. This may require changes in laws pertaining to confidentiality.
12C	Increased sources of Spanish-speaking counseling services will be identified.



## Domestic Violence Coordinating Council

Section	Recommended Action
2B	A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to change regarding all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education and assist with literature and participate in making a difference.
2C	Educational systems (pre-school through post secondary) leadership will become involved in the Domestic Violence Coordinating Council.
10C	Successful disposition of a case must include: <ul style="list-style-type: none"> <li>• All victims of domestic violence will be notified prior to release of a batterer.</li> <li>• All victims are educated re: options, recommendations and consequences of threatening actions by the batterer.</li> <li>• A plan for coordinated support by agencies and a community of support.</li> </ul>
10E	Multi-disciplinary task forces will be established at three levels: a) administrative/procedural, b) case review, c) community education. This may require changes in laws pertaining to confidentiality.

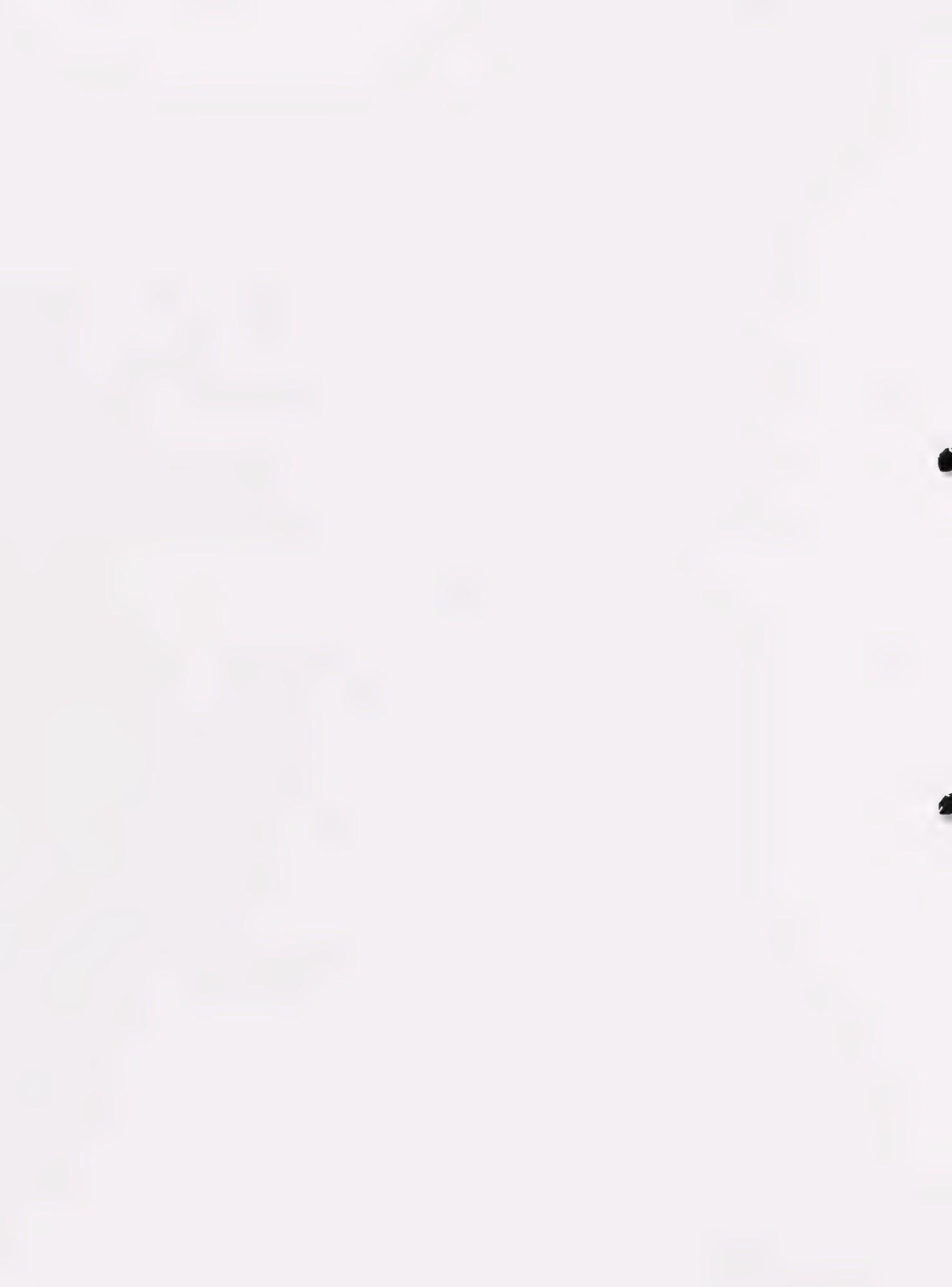


## County Board of Education

Section	Recommended Action
2B	A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to change regarding all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education and assist with literature and participate in making a difference.
2C	Educational systems (pre-school through post-secondary) leadership will become involved in the Domestic Violence Coordinating Council.
11C	Schools will develop a "violence education and prevention" curriculum at all levels, including issues such as: family violence, dating violence, sexual violence, conflict resolution.

## Human Services Coordinating Council

Section	Recommended Action
2B	A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to change regarding all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education and assist with literature and participate in making a difference.
11E	Expand victim's and children's counseling programs, including individual and group counseling and play therapy for young children. Provide these services in geographically diverse locations.



### Child Care Providers

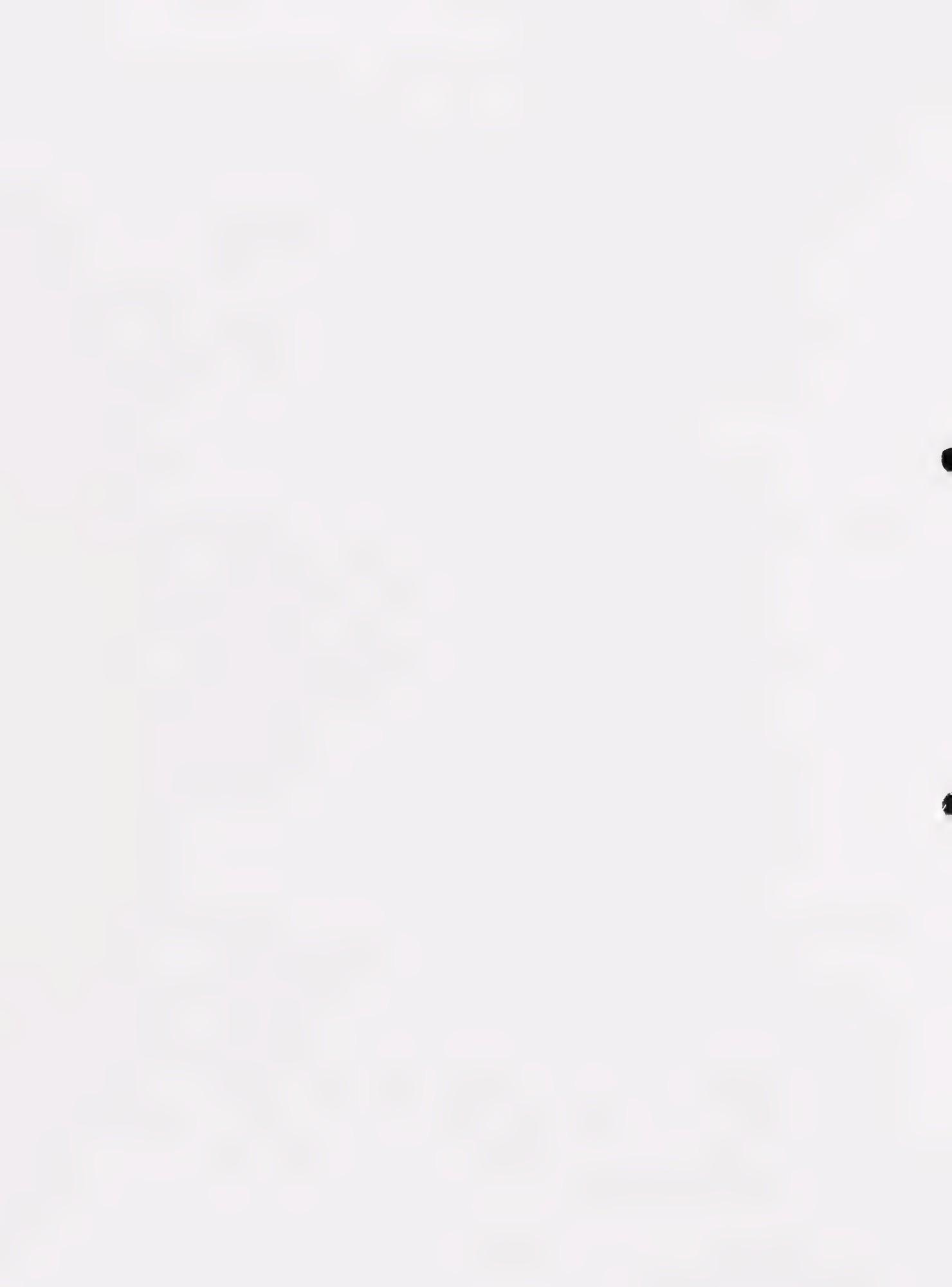
Section	Recommended Action
2B	A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to change regarding all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education and assist with literature and participate in making a difference.

### School Districts

Section	Recommended Action
2B	A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to change regarding all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education and assist with literature and participate in making a difference.

### SSU and PTAs

Section	Recommended Action
2B	A long-term, coordinated community and school based education campaign will be initiated to foster awareness, understanding and personal commitment to change regarding all forms of violence. Specific attention will be given to providing youth with education on positive relationships and gender equity. Local media will increase the amount and quality of reporting on domestic violence issues. Service organizations (Rotary, Lions, Boys/Girls Clubs, Scouts, etc.) will be surveyed for their information and ability to provide ongoing education and assist with literature and participate in making a difference.



### Law Enforcement Chief's Association

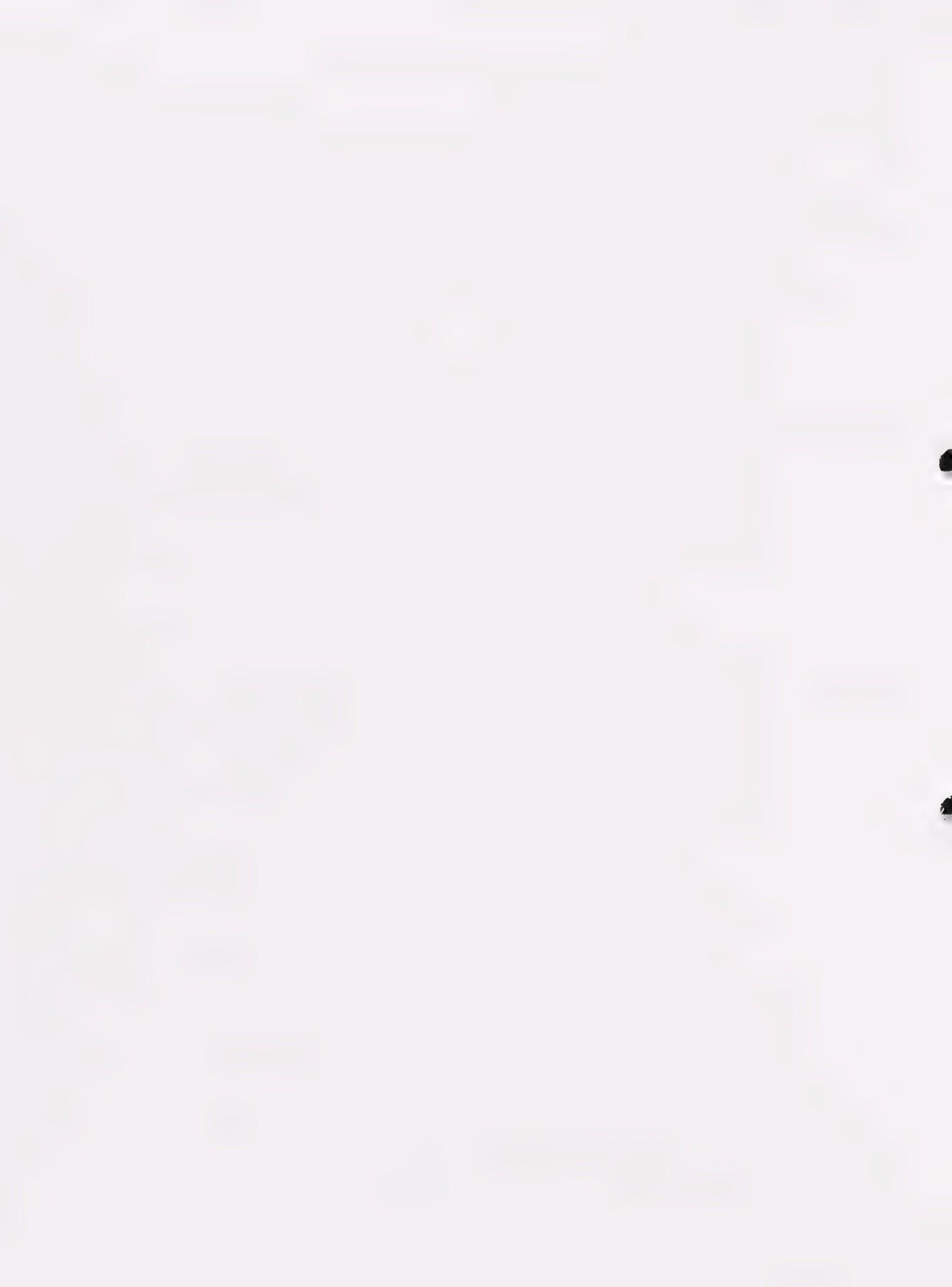
Section	Recommended Action
1A	Community leaders will teach, advocate and preach that there is no excuse for family violence. Violence in a relationship is a crime. Part of their leadership responsibility involves standing as an example, a role model for the community.
2D	Community oriented policing, neighborhood watch and gang task force programs will be expanded to ensure a focus on family violence.

### Employers

Section	Recommended Action
2F	Employers will adopt zero tolerance policies on workplace violence and accommodate female workers who are dealing with domestic violence issues by providing release time for court appearances and preventing harassment at the workplace.

### State Representatives

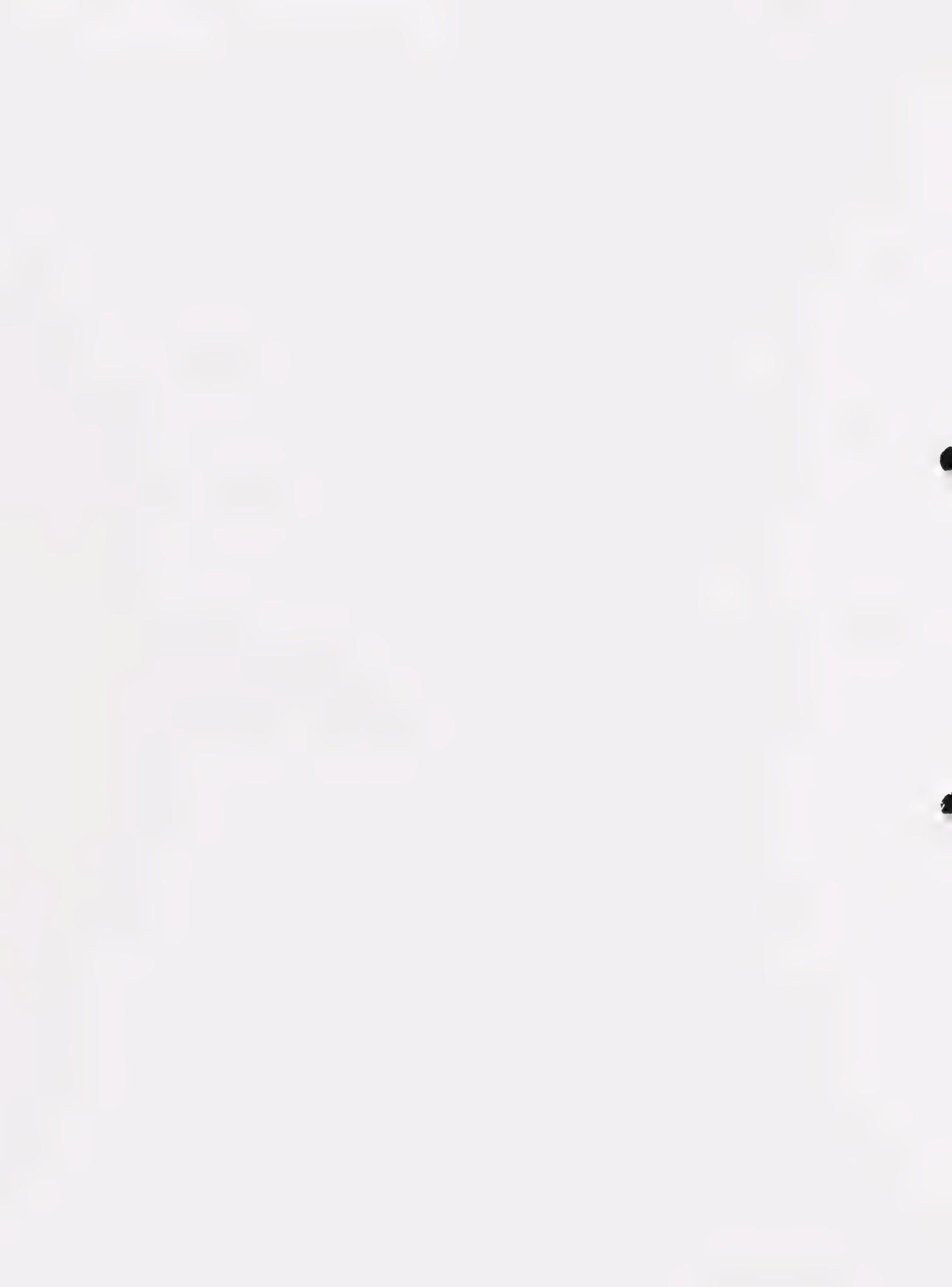
Section	Recommended Action
3A & 9E	<p>Ongoing, mandatory multi-disciplinary training will be provided for all county and Law Enforcement agencies (sworn and non-sworn), at all levels, on domestic violence, child abuse, cycles of violence, and power and control dynamics within interpersonal relationships. Such training should focus on issues such as:</p> <ul style="list-style-type: none"> <li>• discretion/reasonable victim standard for enforcement of TROs,</li> <li>• use of stay away orders, emergency protective orders and orders after hearing,</li> <li>• assessment of and strategies for identifying and dealing with high-risk cases,</li> <li>• asserting leadership on the front-line, including: risk-taking, courage, creative problem-solving,</li> <li>• report writing that creates a common language and understanding of domestic violence, stalking and child abuse.</li> <li>• values, attitudes and belief systems and the difficulties they pose in addressing domestic violence.</li> </ul>
7D	If necessary legislation will be passed to mandate reporting identified in recommendations A & B & C.



7G	Legislation will be passed to expand judicial authority to mandate CPS/HSD services in domestic violence, family law and any other criminal case situation where children are exposed to violence.
8G	The state budget will prioritize funding to allow for mobile TRO clinics and other victim services.
10F	The state budget will target funding to allow for the establishment of a domestic violence court.
11H	<p>The state budget will provide appropriate levels of funding to insure the development of a system of prevention and treatment services. Such programs will include:</p> <ul style="list-style-type: none"> <li>• individual and group counseling by domestic violence and child abuse experienced clinical professionals and paraprofessionals</li> <li>• community education</li> <li>• youth education</li> <li>• drug and alcohol services</li> <li>• services for children who witness domestic violence.</li> </ul>

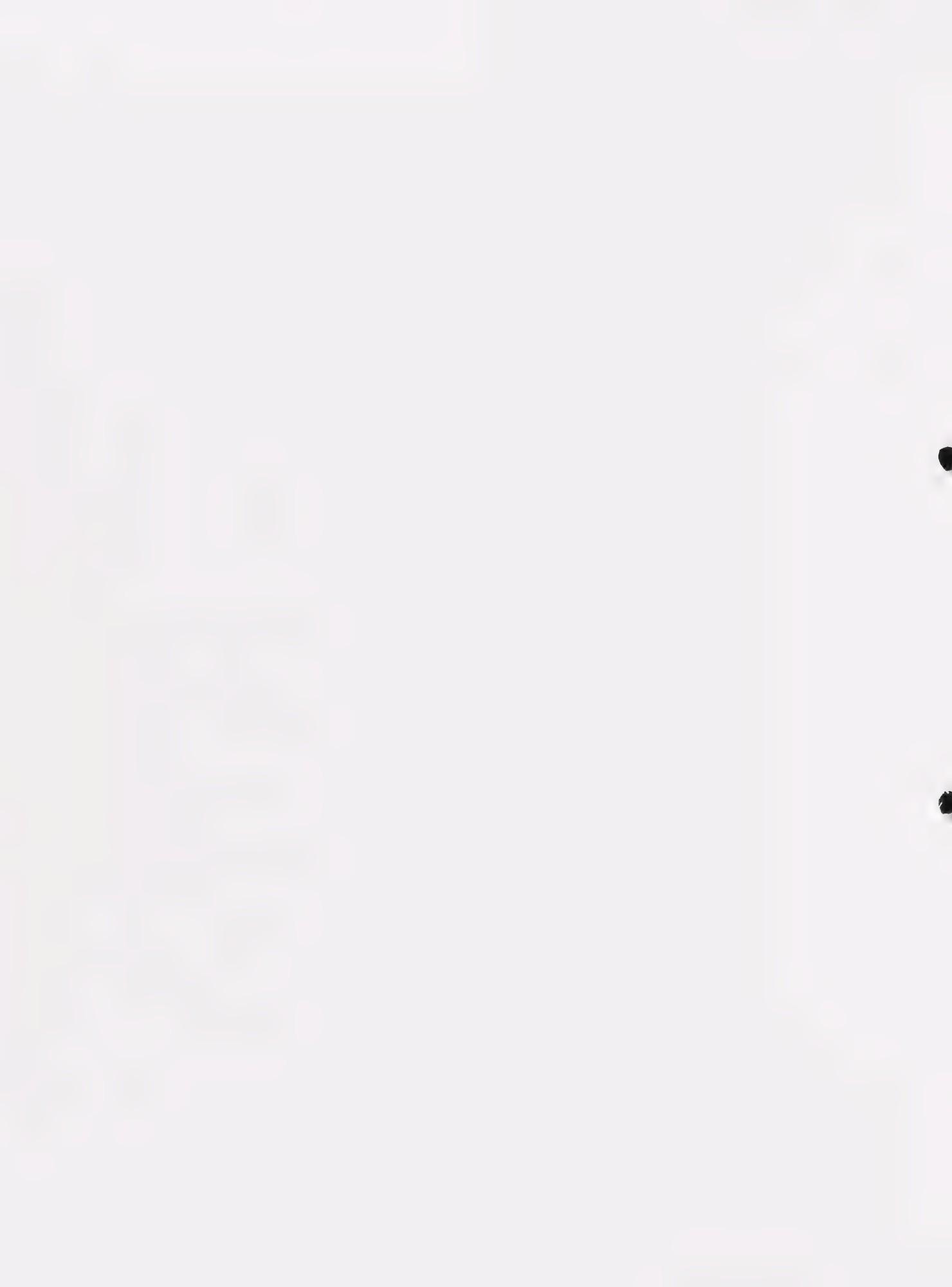
### Community Leadership

Section	Recommended Action
1A	Community leaders will teach, advocate and preach that there is no excuse for family violence; violence in a relationship is a crime. Part of their leadership responsibility involves standing as an example, a role model for the community.



## Board of Supervisors

Section	Recommended Action
1B	Domestic violence will be a high priority and this will be reflected in the allocation of community resources.
1D & 2A	An ombudsmen position or committee, reporting to the Domestic Violence Coordinating Committee, will be established to assist victims in negotiating the system, particularly as problems arise, e.g., ethical dilemmas.
2E	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will ensure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
4C	The Domestic Violence Coordinating Council (DVCC) will have appropriate staffing and authorization to oversee and review the system's performance. By February 1, 1997 the Sheriff's Dept., Courts, District Attorney, other Law Enforcement Agencies, Probation, CPS/HSD and other service providers, as needed, will present to the DVCC plans for implementing the actions recommended in this report. By December 1, 1997, and at least annually thereafter, the DVCC will hold hearing and report on progress of such implementation.
7F	Services aimed at intervening with children to break the "cycle of violence" will be given a higher priority in the funding and programs of county agencies.
9C	More advocacy services will be made available and the District Attorney and Law Enforcement Agencies will insure that victims have the right to the advocate of their choice, and will not in any way interfere with that right.
10A	Establish standardized data collection for improved analysis of system performance and trends.
10B	Local and state data processing systems will be improved and coordinated in order to allow for development and tracking of case and outcomes information.
10D	Funding will be prioritized to staff at levels allowing for adequate case management, including providing services to the victim and family.
11F	There will be an assessment now, and ongoing, of the extent of family violence in the county and resources will be allocated based on these findings.
12D	All legal and educational forms and materials will be provided in languages prevalent within the county.



### Other Governing Bodies

Section	Recommended Action
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1B	Domestic violence will be a high priority and this will be reflected in the allocation of community resources.
4C	C. The Domestic Violence Coordinating Council (DVCC) will have appropriate staffing and authorization to oversee and review the system's performance. By February 1, 1997 the Sheriff's Dept., Courts, District Attorney, other Law Enforcement Agencies, Probation, CPS/HSD and other service providers, as needed, will present to the DVCC plans for implementing the actions recommended in this report. By December 1, 1997, and at least annually thereafter, the DVCC will hold hearing and report on progress of such implementation.

### Presiding Judge

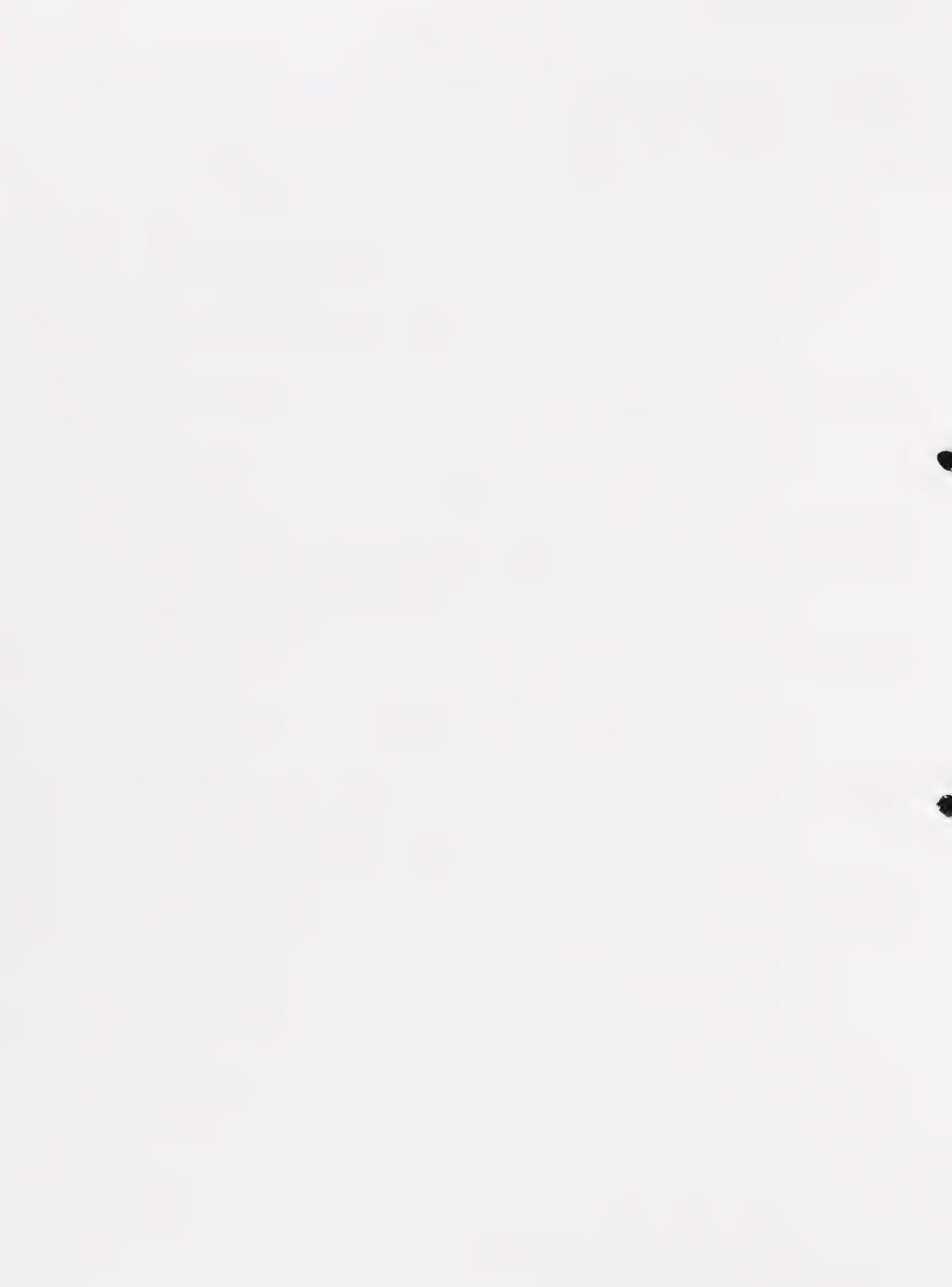
Section	Recommended Action
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8D	TRO forms, orders, hearings and enforcement processes will be simplified. All restraining order forms should include "no contact" language re: telephone or other forms of correspondence
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### State Judicial Council

Section	Recommended Action
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8D	TRO forms, orders, hearings and enforcement processes will be simplified. All restraining order forms should include "no contact" language re: telephone or other forms of correspondence
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## All Agencies

## Section Recommended Action

9A	<p>There needs to be a more systematic process for insuring:</p> <ul style="list-style-type: none"> <li>• continuity and coordination in case management,</li> <li>• adequate follow-up on ancillary services and cross-referral,</li> <li>• families are treated as a whole unit,</li> <li>• all relevant data (CPS/HSD, Schools, health providers, etc.) is included in the investigative process.</li> </ul>
11D	All agencies involved in violence issues will adopt the principle: let's not wait until violence has occurred.
11I	Services will be made available in languages of those whose first language isn't English.

## Commission on the Status of Women

## Section Recommended Action

10A	Establish standardized data collection for improved analysis of system performance and trends.
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## State Attorney General's Office

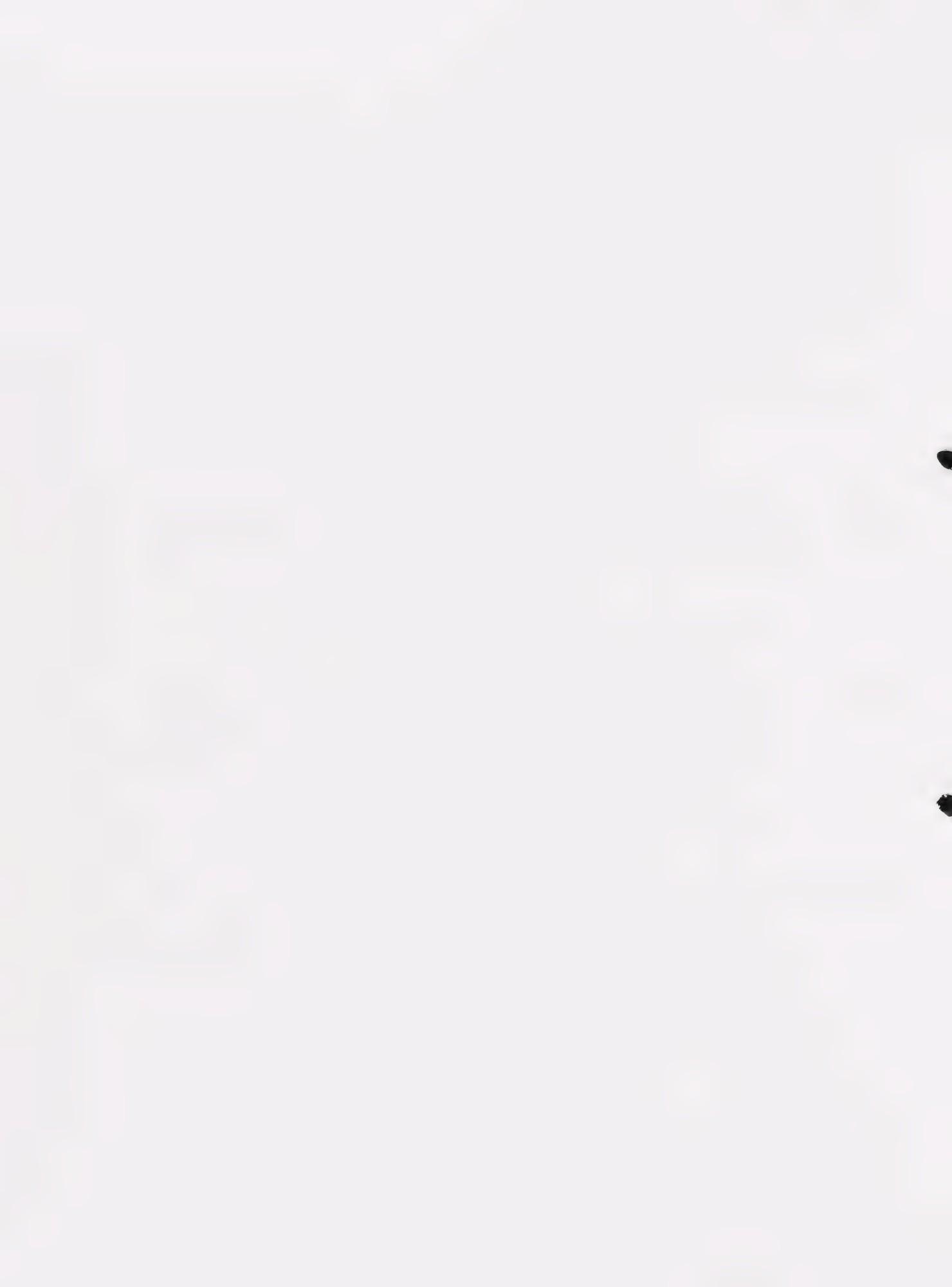
## Section Recommended Action

10B	Local and state data processing systems will be improved and coordinated in order to allow for development and tracking of case and outcomes information.
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## State Department of Education

## Section Recommended Action

11C	Schools will develop a "violence education and prevention" curriculum at all levels, including issues such as: family violence, dating violence, sexual violence, conflict resolution.
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# National Bulletin on DOMESTIC VIOLENCE PREVENTION

Volume 2, Number 10      October 1996

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## Dear Readers,

How does your community's criminal justice system rate in its efforts to prevent domestic homicide?

Just as a doctor can take some basic vital signs to see how a patient is doing, there are similar vital signs that provide us with a domestic-violence homicide-prevention barometer. Most importantly, communities that have successfully reduced domestic homicides have done so by taking all domestic abuse cases seriously — starting with the least serious misdemeanor. Following are the unique vital signs such successful efforts exhibit:

### For police:

1. Mutual arrests: Not more than 3 percent of all domestic violence arrests are mutual.
2. Failure to arrest: Police arrest abusers who violate restraining orders even if "she invited him in."
3. Police reports: Police reports are at least one page and include pictures of victim injuries, upset or damaged property, and excited utterances of the parties involved.
4. Apprehension of abusers on warrants: The apprehension rate for abusers is more than 75 percent, and the arrests are effected before new crimes are committed.

### For prosecutors:

1. Dismissal rates: Prosecutors routinely dismiss or decide not to prosecute less than 25 percent of all domestic violence arrests.
2. Ability to prosecute without the victims: Cases are prosecuted successfully without the victim in more than 40 percent of all domestic violence cases charged.
3. Diversion of cases: Almost no cases are diverted.
4. Affidavits: Victims are never given affidavits to sign indicating their desire that the case be dropped.
5. Victim services: Victims are routinely given support and encouragement by the prosecutor

## HOW ARE WE DOING?

If you agree, disagree or are indifferent to anything in the *National Bulletin on Domestic Violence Prevention*, we'd like to hear from you. Send your letters to the editor to: Stephanie Federico, c/o Northeast Publishing Group (address below) or e-mail: [steph@quinlan.com](mailto:steph@quinlan.com).

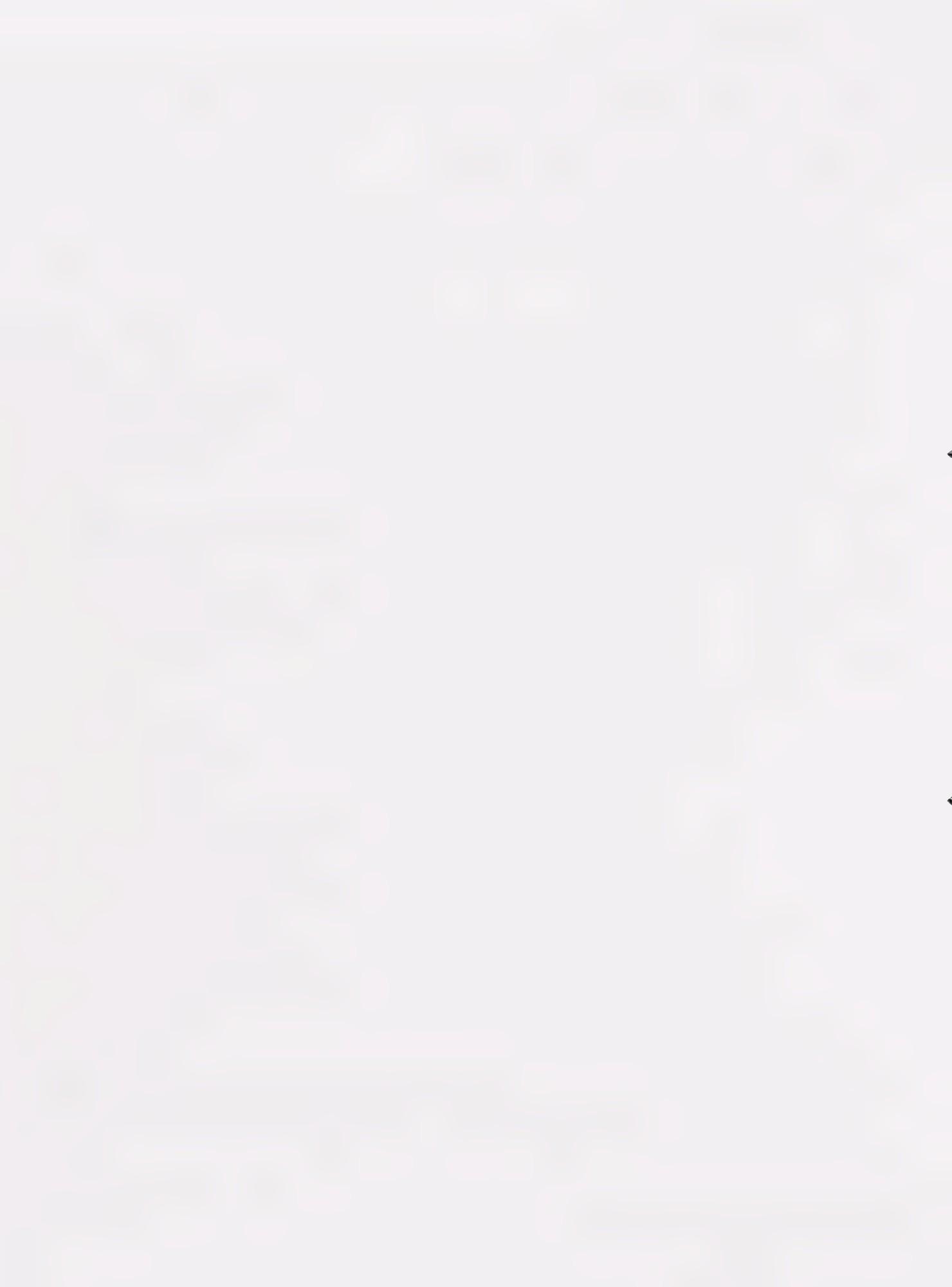
Letters should be no longer than 200 words, and are subject to the editor's pen.

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Court Judges

and police the minute they become known to the criminal justice system, whether because police were called to their houses or the victims sought civil restraining/protective orders.

**For judges:**

1. Sanctions: Abusers are rarely diverted or placed in unsupervised caseloads, even if prosecuted as misdemeanants.
2. Incarceration: At least 15 percent of offenders convicted of misdemeanor abuse are incarcerated for more than 30 days. Further offenders receive progressively longer sentences for repeat abuse.
3. Civil restraining/protection orders: The return rate by victims for long-term orders (after the initial *ex parte* order is obtained) is more than 75 percent.
4. Sentencing: Abusers are rarely sentenced to psychological counseling, couples counseling, anger-management classes and the like or any "treatment program" that boasts a "success" rate of more than 50 percent.
5. Probation revocation: At least 25 percent of abusers released on probation are subsequently jailed for violating the conditions of that probation.

**For probation/corrections:**

1. Victim notification: Victims are routinely contacted on a monthly basis to ensure their well-being.
2. Batterers' intervention programs: The batterers' intervention program is strictly monitored and mandated for at least one year and more than 55 percent are also required to abstain from drug and alcohol use, enforced through weekly random, periodic testing.
3. Batterer supervision: Batterers are seen on an intensive level (at least weekly) and immediately apprehended when they fail to meet all program requirements.
4. Probation revocation: At least 15 percent of all offenders on probation (for non-domestic violence charges) are brought back to court for abusing their partners while under court supervision.

**For correctional institutions:**

1. Victim notification: Victims are routinely and immediately notified whenever an abuser's jail status changes (i.e. change of institution, placement on work release) or the inmate comes up for parole or is to be released.
2. Correctional rules: Inmates are kept away from phones and other means used to continue harassment and unwanted contact with victims.

You know your community is in trouble if your criminal justice agencies have no idea how they measure up because they don't keep track of how they're doing. Usually when we don't keep score, it means we're losing or don't care.

Another bottom-line vital sign is the domestic homicide rate itself. Fortunately, the FBI tracks spousal murders as well as boyfriend/girlfriend murders. Unfortunately, the local police reports on which it relies are outrageously inaccurate. For example, the FBI reports four wives murdered by their husbands and 12 girlfriends murdered by their boyfriends in Massachusetts in 1994. According to the *Boston Globe*, the real death toll was 14 wives and 19 girlfriends.

How does your state compare?

Peace,

Andrew Klein, Ph.D., is chief probation officer of the Quincy District Court of Massachusetts. His court was selected by the Justice Department's Violence Against Women Office as a model demonstration site for domestic-response training.



# Domestic Violence / Civil Harassment Restraining Orders Matrix

Type	Definition Civil Criminal	Source Req. by Iss. by	Term/ Length of Order	Ancillary Orders • Invest. by CPS • DV counseling	Doc. Req	Indications for Other Dept. Involvement & Intervention	Enf. Authority	Accountability	Recommendati ons
Emergency Protective Orders									
Temporary Restraining Orders									
Orders After Hearing									
Stay Away Orders									

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